DOCUMENT RESUME

ED 144 759 RC 010 111

AUTHOR	Libaw, Frieda, Comp.; And Others
TITLE	Comprehensive Integrated Report of the Ten Indian Centers Visited During Phase I of Contract No. 20-51-76-53. Base Line Study of Urban and Rural Nonreservation Indian Manpower Programs.
INSTITUTION	Native American Consultants, Inc., Arlington, Va.
SPONS AGENCY	Manpower Administration (DOL), Washington, D.C.
PUB DATE	25 Mar 77
CONTRACT	DL-20-51-76-53
NOTE	227p.; The N.A.C.I./Comprenetics Interview Guide may not reproduce well due to small print size of original document
EDRS PRICE	MF-$0.83 HC-$12.71 Plus Postage.
DESCRIPTORS	Ancillary Services; Annotated Bibliographies; Educational Objectives; *Employment Programs; Film Production; Followup Studies; Job Development; Job Placement; Literature Reviews; *Manpower Development; *Models; *Nonreservation American Indians; Program Descriptions; *Program Evaluation; Recruitment; Training; *Urban Areas
IDENTIFIERS	*Comprehensive Employment Training Act Title III

ABSTRACT

Consolidating 1976 survey findings re: the 10 Comprehensive Employment Training Act (CETA) Title III Urban Indian Prime Sponsors, this document focuses upon the development of 4 CETA models aimed at CETA objectives and providing background information for development of CETA films to train Prime Sponsor staff. Based on site visit interviews and responses to a standardized questionnaire, the evaluation of the Prime Sponsors (Dallas, Wichita, Los Angeles, Phoenix, Portland, Seattle, Bismark, Buffalo, Minneapolis, and Boston) reflects the need for management training procedures and techniques among the staff of Prime Sponsors. Results of a literature search of two computerized data bases for the period 1972-76 are analyzed in terms of the development of the 4 CETA models (an annotated bibliography of the 67 documents found to be of value is appended). The four models are identified as: (1) Outreach and Recruitment; (2) Training, Employment, and Support Services; (3) Job Development and Placement; and (4) Follow-Up. A proposed plan for Phase II of the CETA Urban Indian Prime Sponsors is also included (a tabulated time-line is presented for Phase II development of the films). (JC)

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1911 Jefferson Davis Highway
Arlington, Virginia 22202 Suite 305

COMPREHENSIVE INTEGRATED REPORT
OF THE
TEN INDIAN CENTERS VISITED
DURING PHASE I
OF
CONTRACT NO. 20-51-76-53

U.S. DEPARTMENT OF HEALTH
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BASE LINE STUDY OF URBAN & RURAL
NONRESERVATION INDIAN
MANPOWER PROGRAMS

PROGRAM DIRECTOR

RICHARD McCALLISTER, DEPUTY CHIEF
DIVISIONS OF PROGRAM DEMONSTRATIONS
U.S. DEPARTMENT OF LABOR

DATE

28 MARCH 1977

RC010111

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ACKNOWLEDGEMENTS

This study has benefited from the advice and assistance of a great many people.

Dr. Frieda Libaw has played a key role throughout this phase of the study, taking the lead in the design of the interviews, and preparing the various site reports and draft final report. Her unselfish dedication to this project, particularly in light of the rigorous travel is sincerely appreciated by NACI.

Ms. Dorothy A. Hester provided the understanding of community programs and thereby was able to help quickly establish a rapport with the Center staff at the sites. She was the lead person for the literature search and contributed greatly to the success of the site visits.

Two other members of the program were particularly valuable in the initial contacts with the Centers. They are Mr. Louis R. Bruce and Mr. George A. La Vatta.

In addition the assistance of the various GAR's, Center, and CETA.personnel and their clients is appreciated.

Finally, a word of special thanks to Mr. Richard F. McAllister for his encouragement, assistance, and sage advice throughout this phase.

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PART I - NARRATIVE SUMMARY

I.00 FOREWARD

This Comprehensive Integrated Report represents a consolidation of the findings of the survey of the ten CETA Title III Urban Indian Prime Sponsors visited between August and December, 1976. Under Contract Number 20-51-76-53.

During the visits to each Prime Sponsor, guided interviews were conducted with all available personnel. A prepared, standardized questionnaire (Appendix A) was used to insure that these interviews would yield comparable data from each site so as to facilitate cross-site comparisons and to aid in the identification of trends in the development of Urban Indian Manpower Programs operations.

Each individual Site Report followed the outline of the questionnaire. This Comprehensive Integrated Report, likewise, is organized around the same content areas. Unlike the individual Site Reports, however, this Comprehensive Integrated Report attempts some evaluation of the findings. Evaluation is essential as a preliminary step to the design of a model Indian Manpower Program which is to be derived from these findings and from the way they coincide with CETA goals and objectives.

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I.01 BACKGROUND INFORMATION

The urban environments for the sites visited range in size from cities of 35,000 (Wichita) to 3,000,000 (Los Angeles) population. The Indian populations served range from 1,500 to an estimated 60,000. Most of the Prime Sponsors serve a population of between 5,000 to 18,000 Indians (Buffalo, Dallas, Minneapolis, Phoenix, Portland and Seattle).

The Indian population is, everywhere, a very small minority of the general population, ranging from .01% (in Los Angeles) to 2% in Bismark, North Dakota. The tribal affiliations of the service populations range from almost 100% one group (Chippewa in Minnesota) to splintered fragments of many groups (150 tribes represented in Seattle, for example).

Despite the wide cultural and physical diversity of Indian people in the various geographical locations in the U. S., there are certain characteristics shared by all. Prominent among these characteristics is the heavy in-and-out migration pattern of Indians from reservations to cities and back again.

This migratory pattern makes it extremely difficult to obtain accurate statistical data on the Indian population to be served. It is uniformly the belief at all sites visited,

however, that census data significantly underestimates the actual Indian population. Despite the fact that census data is very important to Indian groups, affecting the allotment of funds for various programs, only one site had conducted a serious count of Indians in its service area and none had developed any plans to help insure greater accuracy for the 1980 census.

The shifting nature of the target population is regarded by most Indian Prime Sponsors as a serious deterrent to planning. However, there is some evidence (specifically in Dallas) that, despite the continual in-out migration, the number and make-up of the Indian population remains stable in a given city.

In most of the sites visited, the Indian population was gathered within relatively well-defined neighborhoods. In the cities, this turns out to be advantageous for the functioning of the center, giving Indians easy access to a center located within its neighborhood, and helping it become a part of the Indian community.

On the other hand, these neighborhoods are usually in older parts of town and reflect the poverty and isolation of the Indians from the general population. It is not evident how much of this in-gathering of Indians into neighborhoods is due to negative bias on the part of the general populace, how much is due to widespread poverty among Indians, and how much is due to a preference for being among one's own kind.

It is likely that all of these forces are at work.

Most of the cities visited have urban transportation problems which are exacerbated for Indians because the neighborhoods where they live tend to have poor connections to work sites.

Another widespread characteristic of the Indian population is its generally low level of educational attainment. In general, approximately 50% of the adult population has not graduated from high school.

Other characteristics of the Indian people, reported at all sites visited, is the difficulty many of them experience with city life in a technological society. The lack of knowledge of the world of work, ignorance of employer expectations, and difficulty in living by the clock-time standards of commerce and industry, all militate against ability to cope with job demands. Over and over, reports include comments about the need to provide in-depth orientation and attitudinal re-training, in order to prepare Indian people to take their place in the mainstream world of work. Many of them need assistance in learning elementary rules of personal hygiene and grooming, how to fill out application forms, how to conduct themselves at job interviews, and why it is necessary to show up for work regularly and on time, or to report in when absence is unavoidable.

It is a rarity for Indian people to regard work as a means of self-fulfillment. Nor do many conceive that a match

between their abilities and the requirements of a job might result in finding satisfying work. There is contradictory evidence on this point, however. It is reported frequently that applicants for direct placement at CETA III Centers nearly always express a willingness to take any work that is available. When they leave, after a short time on the job, however, they just as often attribute their leaving to lack of interest in the work.

Another characteristic of the Indian reported at all sites is a high rate of alcoholism. At one site (Portland) it was reported that 95% of the CETA applicants had problems related to alcohol consumption serious enough to affect job performance, at least part of the time.

At all sites, drinking was mentioned as a significant factor in poor job performance, accounting for a high proportion of employee absenteeism. At lease 70% of the working age male Indian population has a drinking problem affecting employability. The figures on female alcoholism are not as clear. However, in Phoenix, more Indian women than men are arrested and jailed for drunkenness.

Such reported rates of alcoholism must surely affect the probability of success of any CETA III Prime Sponsor. Although the lack of detailed follow-up data makes it impossible to determine just what this effect is, it is likely that it is an important factor in the low rates of job retention reported by all the sites visited.

There can be little doubt that the high rate of alcohol consumption by Indians of working age is a factor to be addressed by any manpower training program aimed at helping this group gain entry into the mainstream of American economic life.

1.02 ECONOMIC DATA

An outstanding characteristic of the Indian population at all sites visited is its poverty and economic hopelessness. At no site was there less than 25% of the Indian families living on incomes below the poverty level. In the case of families with women as head of households, the proportion is nearer to 70%.

Unemployment is high at all locations, ranging from three to five times as high as that of the general population in the same locale. Unemployment rates of 30% to 40% are the rule, rather than the exception. In some instances, unemployment rates of 50% to 60% are reported.

For all practical purposes, there is no core of Indian businesses that could form a stable source of employment for Indian people. While this situation promises to change in the Northwest, with the advent of the Alaskan corporations, no other place visited showed significant Indian entrepreneurial activity. Some small businesses exist but these are few and rarely employ more than one or two people other than the proprietor.

Likewise, the low levels of educational attainment

militate against the development of a cadre of managerial, administrative or professional personnel. While there were three sites in which heads of CETA III Programs were professionals (teaching, social work and law were represented), no site was headed by an individual with a prior history of substantial administrative or managerial responsibility or experience.

The dearth of available Indian entrepreneurs or managers undoubtedly both reflects and influences the generally low economic status of Indians at all locations visited.

1.03 GENERAL INFORMATION ON PRIME SPONSORS

The majority of the CETA III Programs visited were part of established Indian Centers. Some of these had been part of the Indian community for many years. Others were relatively new. Still others were organized specifically in order to obtain CETA III funds. All were Indian administered and all were new to the employment and training field.

Those programs functioning within established, multi-purpose service centers were both assisted and hampered in the implementation of CETA III Programs. Assistance comes mainly in the form of aid in outreach and recruitment functions. Clients are attracted by any one of a variety of services including family assistance, health care, senior citizen lunch programs, food stamp distribution, alcohol rehabilitation programs, youth programs, scholarship assistance, sports

activities, child care, arts and crafts programs, museum displays, pow-wows and other ceremonies, as well as through a variety of other social and cultural activities.

Not all multi-purpose centers provide all these services, of course, but the drawing power of any or all of these programs serves to bring people into the centers where they subsequently find out about and, in some instances, avail themselves of the manpower services available through CETA III.

The prior existence of other operational programs has sometimes hindered the manpower programs through a carry-over of attitudes and procedures more appropriate to charitable activities than to the development of the self-direction and personal responsibility basic to benefiting from employment and training opportunities.

In some centers, legislatively established CETA goals and objectives appear to have been misunderstood, misinterpreted, or redefined by staff more familiar with non-CETA-like operational programs. In some cases this has resulted in the use of CETA funds to deliver services that are not in total compliance with the rules and regulations governing specific program activities or that do not conform with the intent of CETA legislation.

In most of the sites visited, regardless of whether they were located in cities of 35,000 or 3,000,000 the manpower program was initiated in and was an outgrowth of

these pre-existing Indian organizations.

In many instances, the availability of CETA Title III funds has changed these organizations original emphasis and has generated internecine political disputes and power struggles to gain control over available monies. Sometimes the struggle has been internal, related to factional disputes within the organization. Often it has generated hostilities among the several or many Indian organizations in a particular locale.

Almost all the centers visited had either experienced or were still embroiled in such political in-fighting. This energy-draining activity, combined with the lack of expertise in the manpower field and the difficulty of shifting focus from previously established operational programs, has resulted in a blurring of legislatively-mandated CETA goals and objectives at most of the centers. Specifically, these factors have influenced the allocation of slots in the operational programs and the use of Work Experience (WE) and Public Service Employment (PSE) slots to placate Indian organizations, by providing them with CETA-supported staff.

The physical plants occupied by Prime Sponsor organizations vary from old, make-do buildings (as in Boston, Dallas and Phoenix) to beautiful, modern, city-owned structures specifically built for local Indian organizations (as in Wichita and Minneapolis).

2.00 ADMINISTRATION AND MANAGEMENT

As has already been mentioned, it appears that there is a dearth of available trained managerial/administrative personnel among Indian groups at all the sites visited. There is little doubt that those who have been functioning in these roles at the sites are sincere, are willing to work hard, and have strong desires to help their fellow Indians. Most, however, lack the expertise to carry out the traditional managerial functions of planning, directing, controlling and evaluating program activities.

At every site visited, a need for technical assistance was expressed. At times the emphasis was on the need for assistance in implementing the operational programs. At other times, the need for assistance in management techniques was expressed. This latter need is becoming more pressing with ONAP's demands for management by objectives at centers where HEW is supplying administrative funding (which includes nearly all the centers visited).

2.01 PLANNING

To some extent planning is hampered by the lack of accurate, detailed, current, statistical information on the characteristics of the Native American work force. Without this knowledge it is difficult to establish priorities, set goals and formulate objectives.

The heavy in-out migration patterns present difficult methodological problems for both the gathering of data and the related planning processes.

While the difficulties of coping with these problems is acknowledged, there is little evidence at any of the sites that Indian Prime Sponsors are trying to solve these problems.

Where efforts have been made (at one site) to do any objective analysis of the needs of the local Indians, there is no evidence that the findings have been incorporated in the planning process.

In no instance was there evidence that follow-up data (i.e. knowledge of the results of program operations was integrated into the planning process.)

For the most part, planning such as it is, centers around the preparation of the annual proposal to Department of Labor. Even here, the lack of adequate data based on the needs, potentialities and preferences of the target population or, indeed, on its size and characteristics, the lack of ability or information to perform outcome analyses, and the pressures from rival Indian organizations, all combine to make for politicized decision-making selections and allocation of funds to alternative delivery systems. In two of the centers, planners have been recent additions to the staff. In neither instance are their activities, responsibilities, or jurisdictions defined. It appears most

likely to be forthcoming from other staff members, since they are even more lacking in background and training than the planner. It remains to be seen how well this individual will define his position and how he will interface with the rest of management in the planning process. Planning is an area in which technical assistance is badly needed.

2.02 STAFFING

The staffing situation at most of the sites visited is beset with problems. In many instances, directors of the CETA III Manpower Programs have been the focus of reverse political attack. In getting programs initiated, they have invariably aroused animosity from competing groups and have had to make unpopular decisions. In several instances the founding director has resigned, once the program was under way, in the hope of removing himself as a political irritant, and of promoting harmony among Indian organizations and, most importantly, to preserve his own peace of mind.

Another difficulty in staffing is the lack of a pool of available, well-trained, Native American managers and technicians in the employment and training field. It appears that many of the best qualified Indians are working for municipalities or for other government agencies, where salaries and security benefits are more attractive than those provided by CETA III Prime Sponsors.

While a few technically trained people filled some staff positions on PSE slots, many staff members are on WE slots. WE people, by definition, are inexperienced and can only be kept in their positions for short periods of time. In general, at all sites (with the notable exception of Phoenix and Minneapolis) turnover rates have been high at all levels of staff.

Given sufficient funds to pay competitive salaries and fringe benefits, CETA III Prime Sponsors would be more likely to attract and hold more experienced staff. Given the lack of available experienced Indian personnel, Native American Prime Sponsors might find it beneficial to hire experienced non-Indian personnel with the specific intent of having them train Indians to function at appropriate levels of competency.

Problems related to neoptism in staffing have been common in the history of a number of the centers. For the most part, these problems have been resolved. Today, in an attempt to insure objective and even-handed treatment, most of the programs have developed job descriptions and personnel policies governing hiring, firing, promotion, grievance procedures and general developed or are in the process of developing Performance Evaluation Reviews, but few centers have had much experience with them because of the rapid turnover of personnel.

2.03 CONTROL

The most common means of control is the staff meeting. In most centers meetings are held on a weekly basis. In most centers there may be weekly meetings of supervisory level personnel and weekly meetings of each supervisor with his subordinates. In smaller centers, meetings may involve the entire staff.

In other centers, control is exercised through directives issued by the director to any and all staff members. One center uses a weekly activity report as a basic control mechanism.

At all the sites visited, however, meaningful control was hampered by the lack of clearly stated objectives or work outlines. Without them, it is difficult to know whether controls are effectively keeping the program "on target".

Sign-in and sign-out sheets and time clocks are used as a means of insuring that staff members are on time and at work. In some instances, this control technique clearly has the additional function of informing all other staff members of an individual's whereabouts. In these cases, the control technique appears to be more a matter of maintaining lines of communication among staff personnel, especially between office-based employees and those that spend considerable time in the field.

In one case, the technique is felt as repressive to staff members who are rarely given permission to work in

in the field, while still being required to maintain rigid time accounting procedures.

In no instance was control exercised through the establishment of work objectives and/or time-based plans for individual staff members (e.g. numbers of individuals counseled or number of potential employers contacted in a given period of time). Even in the instance where activity reports are required, no standards or performance goals provide a base line against which to gauge the acceptability of the activity reports, to provide a means of problem identification, or to foster problem solving should performance goals not be met.

2.04 IMPLEMENTATION

While most of the Prime Sponsors have attempted to implement the program mix outlined in the Comprehensive Manpower Plan (CMP), few of them have given equal attention to all of them.

Characteristically, On-the-Job-Training Programs (OJT) are the least developed. This is, in part, due to the characteristic lack of connection with the leaders of the private sector. (This lack is discussed in the following section on Policy Boards). In part, lack of OJT strength is also due to real or perceived competition with municipal, county, and state Prime Sponsors in the area. In part, the lack is due to conditions of, recession particularly in cities like Seattle and Buffalo, with high

unemployment rates and tight trade union controls over available jobs.

Lack of development of OJT programs is probably also attributable, to some degree, to the reluctance of American Indians in approaching the white community.

Classroom training also is under-emphasized at about half of the sites visited. There is considerable feeling, at these sites, that many Indian learners have difficulty keeping up with the pace of instruction at public schools, or that they are handicapped in learning because of their social isolation from non-Indian classmates.

Some Sponsors try to overcome these difficulties by establishing instructional programs of their own; others try to emphasize other training opportunities. There seems to be a trend to make greater use of CT slots allocated to Indians by municipal Prime Sponsors.

Public Service Employment (PSE) and Work Experience (WE) (particularly the latter) are the programs given heaviest attention.

PSE and WE, by definition, involve work in the non-profit sector, and the emphasis on these programs is a way of avoiding approaching the private, profit-oriented (more competitive) world.

Characteristically, PSE and WE slots are assigned to Indian organizations. In addition to their usefulness as a means of avoiding contact with the core community,

they are also ways of meeting political pressures and demands in the Indian community.

The justification offered for the heavy emphasis on WE is that it provides a non-threatening, supportive environment in which Indian people can learn to deal with demands such as promptness, dependability, grooming, personal hygiene, and appropriate dress on the job. Rarely do WE slots provide any systematic, job-related training. Often they bear little relationship to prior schooling or training by WE employees. Most WE slots are clerical or janitorial in nature.

The way in which the program mix is determined appears to be arbitrary. In no instance was there a justification available or a report given of the rational basis for planning a particular program mix.

In addition to the four program areas outlined in the CMP, most Prime Sponsors offer direct job placement services. At some sites this activity receives heavier emphasis than any of the four program areas.

While some use is made of the Employment Service Job Bank and aptitude testing capabilities, there is widespread disaffection expressed toward the Employment Service. It was frequently stated that Indian job applicants are not understood, not given fair treatment, are "lost" at the Employment Service, or are simply reluctant to apply.

At only one site (Seattle), however, was there any attempt to have an Employment Service employee "outposted" to the Prime Sponsor's location and this person did not function as part of the CETA program. At no other site was any recognition given to the possible waste of resources involved in duplication of services provided by another agency.

At one site (Minneapolis), direct placement, in the form of a Day Labor program, is the most heavily emphasized component and serves more clients than all the other components combined, despite its doubtful compliance with DOL's CETA III guidelines.

As a general rule, program functions are coordinated in a rudimentary fashion, primarily through the data generated to prepare required Department of Labor Quarterly Reports and the annual proposal instrument. Data forms and reporting formats used within the systems are not generally integrated for the purposes of management direction and control or operational planning.

It may be that if DOL devised Quarterly Report forms and outlines for proposal instruments (and DOL provided training in their proper use) demanded greater attention to managerial functions (e.g. planning, direction, control, evaluation) the operational programs of Indian Prime Sponsors could be materially improved and a start made in the

development of a cadre of managerial personnel among native Americans which would have far-reaching effects on their incorporation into the economic life of the Nation. This recommendation must be looked at closely as most centers are experiencing difficulty with the level of reporting presently required.

2.05 DIRECTION

Direction consistently occurs from top to bottom. Only in Portland (through Staff Development Programs) were channels established for encouraging staff participation in the management of the Manpower Programs. Significantly, only in Portland have new programs been initiated and new funding sources been obtained by non-administrative staff members.

About half of the Prime Sponsors have a Policy and Procedure Manual either distributed to or available to their employees. One Sponsor has a manual but it is not made accessible to employees. Others have some policies and procedures spelled out but do not regard them as constituting a Manual, and distribute only those portions considered relevant to a particular individual's job.

All sites appear to be attempting to formulate policies and procedures to insure even-handed treatment of all employees and to guide supervisory staff in their relationships with employees.

Policy and procedure manuals tend to contain:

- o hiring and firing procedures (always including anti-nepotism regulations)
- o grievance procedures
- o pay scales and pay increments permitted
- o employee evaluation guidelines
- o absence and vacation policies
- o job descriptions.

Occasionally, the Manual will contain a statement of the philosophy of the Prime Sponsor organization, and organization chart (with its implied chain of command), rules governing election or assignment to membership in the Board of Directors, or similar materials.

Even in those instances where policies, procedures and accompanying forms spell out periodic employee evaluations, Prime Sponsors indicated that the policies were loosely followed, if at all. Examination of employee folders seldom showed records of systematic evaluations. Whether this is because employee turnover leaves few individuals in place long enough for semi-annual or annual reviews, or whether employees are not evaluated for other reasons, is not known.

In all instances, employees filling PSE or WE slots are said to be subject to the same policies, procedures and rules governing regular employees of the Sponsor. Where operational programs other than Manpower Program is a part

of a Prime Sponsor's activity, employees in all programs are said to be governed by the same policies and procedures. It is not known whether all are subject to the salary limitations imposed by DOL, however.

2.06 POLICY BOARDS

In all instances, the Prime Sponsor's Board of Directors is said to be the policy-making body for the CETA III Program. In some sites, the Board of Directors (or an individual member or a committee of the Board) has taken over or become involved in administrative details in instances where operational problems were being experienced or where a program is "between directors". At some sites, a strong director leads the Board, thus managing the establishment of policy as well as its implementation.

In all instances, the organization chart shows the Sponsor's chief executive as answering directly to the Board. In most instances, the Board's approval is required before any employee is hired or fired.

Dissension within Boards of Directors and between the Board and the Sponsor's chief executive have been frequent enough to warrant attention. Again, the political situation at some sites, where various Indian organizations were vying for control of Manpower Program funds, is seen as a prime factor in these disputes, rather than any fundamental differences in philosophy or conception of how the program should be run.

Probably as a consequence, Boards of Directors tend to be politically "balanced" (i.e. to include representatives of various Indian organizations). This political "balance" is interpreted as meaning that the Board is "representative" of the Indian community. Whether this is a correct assumption or not, is not known.

In general, membership in the Board of Directors is obtained by one or a combination of the following methods:

- election by the Sponsor's membership (usually membership involves simply signing up and claiming at least 1/4 Indian blood)
- election or appointment by the Board or general membership of other Indian organization(s) in the community
- filing a petition to candidacy that requires a set number of signatures of the Sponsor's membership and standing for election by a geographical or other sub-group of the Prime Sponsor
- appointment by the Board itself to fill a vacancy, enlarge its membership, or to replace an unacceptable member.

Board members generally serve staggered terms in office to insure continuity to the Board's functioning.

In no instance is qualification for Board membership determined by evidence of administrative, managerial, pro-

fessional, or other relevant expertise or experience.

Perhaps to compensate for this lack of experienced background in Board members, a few of the Prime Sponsors have initiated Board Training Programs. For the most part, this training is obtained from outside consulting firms.

Boards are usually required to meet on a monthly basis but tend to meet more often when the Sponsor is experiencing problems. At these meetings minutes are generally, but not always, kept and parliamentary procedures are, more or less, followed. It was reported by a number of Primes that Board meetings have, at times, grown acrimonious and even violent. Now most, but not all, Sponsors no longer are experiencing this kind of difficulty.

It is most customary for Boards to have six to ten members and to elect their own officers.

As a rule, a Board will act as a whole. In a few instances, the Board will work through a committee structure. Where they exist, the most common committees are: Executive, Finance, and Personnel Committees.

Although they are not mandated under CETA Title III, most of the Prime Sponsors visited have tried to create Manpower Advisory Boards, for the most part, to provide advice on employment and training policy matters and on programmatic issues.

Unfortunately, the Advisory Boards, comprised almost exclusively of Indian members and of representatives of other social service or community based organizations,

either duplicate or compete with the Boards of Directors, on the one hand, or serve little useful purpose on the other, except in that appointments may, again, serve as means of placating or enlisting support from individuals or organizations that might otherwise be active in opposition to the Manpower Program.

No CETA III Prime Sponsor interviewed has taken the approach of enlisting Advisory Board members from potential employers in the private sector or from various experts in the local professional community. Because of this, the Sponsors have underutilized available local human resources. These could be used to aid in job development and job placement, to obtain recognition and support from the wider community, to provide technical assistance in areas ranging from accounting to psychological testing, from screening of applicants to training of staff, to donate services or even funds for expansion of Sponsor activities.

In this area, as in others, the Prime Sponsors seem to impose a social isolation upon themselves through this reluctance to deal with the white majority, or with other non-Indian groups.

There are two notable exceptions to this tendency toward exclusion of the core community from CETA III Sponsor activities. Both Wichita and Minneapolis have obtained beautiful physical plants from city and other government funding programs. Minneapolis, while required to maintain

a minimal relationship with City CETA I programs or other city functionaries. Wichita, on the other hand, actively solicits wide community support, has made association with its museum a prestigious activity for the socially prominent, actively solicits support from city and state CETA I Sponsors, and has employed experienced "Anglos" to set up programs and to train Indian personnel to take over.

2.07 FISCAL MANAGEMENT

All Prime Sponsors require at least two persons to sign checks disbursing CETA III funds.

All require teachers at schools and supervisors at work to countersign time sheets for CETA III clients obtaining support from the Program.

Our investigations did not delve into the details of Fiscal Management Systems. We did not, for example, determine how closely a Program's actual expenditures coincided with those planned or how discrepancies were handled administratively.

3.00 OPERATIONAL SYSTEMS

3.01 OUTREACH, RECRUITMENT, ASSESSMENT AND SELECTION

Outreach and recruitment is most successfully carried out, at all sites, by "moccasin telegraph". Word of mouth communication in the Indian community is the primary source of applicants to the CETA Manpower Program.

This is true for all the sites visited.

How the word gets around is only partially known.

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whether it selectively reaches those most likely to benefit from Manpower Training Programs or whether it reaches out only randomly into the Indian community is not known at all.

One of the primary communication methods that feeds into the "moccasin telegraph" is the involvement of CETA staff personnel with Indian cultural, political, and social organizations and activities. By being "joiners", each feeds into a communication network informally - and has access to more formal communication through announcements at meetings, through posters and notices mounted on headquarters' bulletin boards, and through news releases published in Indian newsletters and other publications.

It apparently does not take long for the word to spread that money is available for Manpower Training Programs. But it is also not clear that all individuals responding to this news are those who are seriously interested in obtaining training in order to go to work.

Every program site visited (with the possible exception of Bismark, where very special conditions prevail) has reported the necessity of instituting checking procedures to eliminate a significant number of "program-hoppers" who are adept at obtaining assistance but who do not make good use of it.

Apparently to many "program-dependent Indians", the word that gets out makes them believe that the CETA III

program is another source of getting a "handout". Few of these people succeed in getting enrolled into CETA III Employment and Training Programs. It would be interesting to determine whether "moccasin telegraph", compared to other outreach and recruitment techniques, reaches a greater or fewer number of recruits who respond genuinely to the intent of the Program.

Other outreach and recruitment techniques aimed exclusively at the Indian population included the usual Public Relations methods such as:

- speaking at social, cultural, and other organizational gatherings
- making space available at the Manpower Program Center for a variety of Indian activities
- distributing flyers to Indian households
- preparing and displaying posters at local shops, housing developments, clubs
- talking on Indian radio program.

Techniques used to inform a wider community, including but not limited to Indians, includes:

- appearing on radio and television talk shows
- distributing news releases to local newspapers and other news media
- publicizing specific events, such as receipt of DOL funding or appointment of a new CETA

staff member, or the establishment of new headquarters.

As has already been mentioned, the inclusion of the CETA III Manpower Program in a pre-existing, multi-service Indian organization provides a wider outreach capability into the native American community.

In Phoenix, this possibility is maximized by the installation of a Central Intake Unit. Individuals coming to the Center for any of a number of different kinds of services offered are thus easily referred to manpower services, when these appear to be needed.

In Minneapolis, this appears to be minimized by the physical and operational separation of programs at the Center, the lack of identification of program locations, and the fact that referrals are few because of lack of coordination of the various program activities or of a central information unit.

When the Indian Center becomes a focus for activities with city-wide interest and impact, the Manpower Program becomes widely known and referral sources become more widespread.

In Wichita, for example, the museum openings are social events for the elite of the city and for those elements in the community with cultural and artistic interests. These include people of influence in the

economic, academic and social life of the city who have many contacts and are in a position to make referrals to the Program.

In Minneapolis, the Center has become a place visited by school children on field trips who are learning about Indian life and art today and in the past. The school thus becomes a source of referrals.

For the most part, the various CETA III Programs have indicated that they have more clients than they can handle. Consequently, they have not felt it necessary to place a major effort on outreach and recruitment.

While a few sites report contact with referral sources such as the Employment Service, Chambers of Commerce, Welfare Agencies, and CETA I Primes, it was our impression that few referrals are actually obtained from these sources, that liaison is actually quite tenuous or non-existent at most sites. Health agencies and churches seem to be more active referral sources but no data was available from any of the sites on which sources of referrals were more productive or which sources referred applicants most likely to succeed in the training programs. None of the sites was tabulating or analyzing this type of data.

Intake activities at all sites are focused on determining client eligibility, in accordance with CETA guidelines.

At nearly all sited the application form provides the basic information required for the Quarterly Report to DOL.

While receptionists may help clients fill out application forms, only at one site is there an Intake Worker who is in a position to determine eligibility. At this site (Phoenix) all eligible applicants are required to fill out a detailed medical history and to attend an orientation session before being assigned to an employment/ training counselor. At all other sites counseling occurs as soon as possible after the client completes an application form. Determination of eligibility is usually made at this initial counseling session, which also, typically, informs the client about the CETA Program and the services it is able to offer.

At nearly all sites there is a strong resistance to the use of standardized tests to assess levels of proficiency or potential of applicants. They are rarely, if ever, used even prior to referral to Basic Education, ESL or GED Programs. Tests tend to be regarded as biased against Indians. There seems to be widespread misinterpretation of the psychological concept of "culture fair" testing which arose from the indiscriminate use of intelligence tests standardized on white middle-class populations, to assess the intellectual capacity of peoples other

than this group (e.g. rural, lower-class, ethnic or racial minorities).

The recognition that such intelligence tests tended to underestimate intellectual potential in some groups has been indiscriminately applied to aptitude and interest testing as well.

These latter tests, however, address themselves to work-related abilities. And since Indians and other minorities are in the same world of work as other Americans, the requisites for successful work-related performance are the same.

It appears to us to be more prejudicial toward Indian men, for example, to be indiscriminately assigned to such "traditional" occupational training as welding, auto-body, auto-mechanics and upholstery, than if they were tested to determine their aptitude and interest pattern beforehand.

Only one site (Portland) has sent a staff member for special training to the Employment Service, in order to help overcome the anti-test feelings by having testing done on-site by a qualified Indian individual who can administer and interpret a number of standardized tests (e.g. the GATB) they feel it has helped to overcome the anti-test feeling. A few of the other sites claim that they use testing services provided by their local Employment Service.

Spot checks of client folders, admittedly non-representative, did not reveal any test data, except at the Portland site.

Assessment of client interests and aptitudes is generally based on a work history and on face-to-face discussion between client and counselor. While employability planning is, supposedly, taking place and nearly all sites have forms to assist in doing it, there is a strong impression that very little real employability planning is taking place. Expediency, maximizing turnover of slots, "traditional" thinking, and a woefully inadequate knowledge of occupational choices, seem to limit severely the placement of applicants in training programs as well as in jobs.

Three sites (Boston, Wichita and Buffalo) which emphasize Classroom Training Programs and are willing to support longer term training, seem also to be supporting more diverse types of occupational training, trying to coordinate client aptitudes and interests and training with the job needs of the community. But even at these sites little or no testing is done.

Seattle is trying to overcome some of the lack of knowledge of occupational choices by commissioning the development of slide presentations on job-families to help all applicants do some career exploration through familiarizing them with the world of work.

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In general, however, it must be concluded that thorough employability development planning based on assessment of participant needs, interests, and potential occurs only in exceptional instances.

All sites reported that many Indian clients (the great majority of applicants) required an orientation to the world of work that includes a knowledge of employer expectations about promptness and dependability and about personal hygiene and grooming, and that helps clients learn how to fill out job applications and how to conduct themselves at job interviews.

At those sites where orientation programs are conducted for groups (Phoenix and, just beginning, at Minneapolis) these are the topics that tend to be included. At most sites, orientation is not formalized, but is included as part of the first client-counselor interview.

In requiring all applicants to attend a full day orientation session before seeing a counselor, Phoenix is apparently trying to help all their contacts benefit from assistance in these areas.

Orientation sessions attended in Phoenix and Minneapolis used traditional lecture methods of conveying information. Where films were used, they were only peripherally related to topic under discussion. In general, no techniques such as role-playing, practice, or other participant involvement

start methods were used. Consequently, one cannot expect any real learning or attitude changes to occur from these orientation sessions. The concept is good but greater use of a more professional approach is needed in the conduct of the programs for them to become effective.

It was not possible to gauge the effectiveness of face-to-face counseling sessions in orienting clients to the world of work. The efficiency and cost effectiveness of this approach, however, is questionalbe at best. In the light of the lack of experience and training of counselors at most sites, its effectiveness is doubtful.

3.02 TRAINING AND EMPLOYMENT SERVICES

The Figure 1 shows the planned program mix for each site, according to plans set forth in its FY '77 grant application.

These data need to be carefully interpreted or they may prove misleading. First, in some instances the figures given refer to total numbers of people (characteristically in Classroom Training and in Direct Placement figures), and in other instances they refer to slots (characteristically in OJT, WE and PSE).

The following sections will attempt to clarify the operational programs actually in effect or the stance taken toward them at the different sites.

PLANNED PROGRAM MIX

FY '77

FIGURE I

SITE	CT	OJT	WE	PSE	DIRECT PLACEMENTS
Dallas	14	40***	42	11	143
Wichita	5*	-	-	12	no data
Los Angeles	160	15	75	20	270
Phoenix	20**	4	24	4	180
Portland	100	Ø	8	19	393
Seattle	53	Ø	11	8	none
Bismark	4**	8	2	-	-
Buffalo	64	55***	40	1	61
Minneapolis	50***	5	39	7	no data
Boston	60	3	1	6	no data

* An additional 17 were enrolled in an on-site arts and crafts calssroom, but were supported by CETA I funds.

** Supported entirely by CETA I funds

*** There were Ø of these slots in FY '76.

3.02.1 CLASSROOM TRAINING (CT)

For the most part, clients receiving classroom training are enrolled in local schools and colleges, both public and proprietary. Some CETA III Programs provide stipends and tuition (where required), as well as support for purchase of books and special equipment for clients enrolled in classroom training programs. Most notable among those supporting clients enrolled in career classroom training is Los Angeles (with 160 students enrolled in 56 different local schools). Buffalo, which has stressed CT programs more heavily than any other component (its projected placements in OJT and WE for Fy '77 were not part of FY '76) also provides stipends and other support for CT attendees.

Seattle also heavily stresses the value of CT as a means of upgrading clients' lives and earning expectancies. It too makes use of the local proprietary schools and community colleges for career training. All clients, whether assigned to CT or not, are encouraged to take advantage of ABE and GED programs provided by CETA Title I.

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While Seattle has 90 slots assigned to CT, only 53 individuals were actually enrolled in FY '76, 26 of which were only enrolled in GTD programs. How many of these clients were receiving stipends while attending school is not known.

Portland does not provide stipends for CT enrollees. Most of the clients enrolled in CT during FY '76 were taking GED programs at the local colleges. The reason given for the relatively small amount of direct career classroom training taking place in Portland with CETA Title III support is limited funding. Portland has directed its efforts toward helping applicants desiring CT to explore every possible scholarship or other means of support (e.g. Bureau of Indian Affairs (BIA) or tribal funds) to help clients obtain academic or career training. No records are kept, unfortunately, to indicate how many clients were enrolled in CT programs through CETA staff efforts in tracking down alternate funding sources, obtaining and helping in the completion of application forms, making necessary phone calls, etc.

Some sites are committed to providing CT themselves. In Dallas, all CT is done on-site. Reasons given for this election was that local schools proceed at a pace too harried for Indian students and that Indian people are subjected to derogatory and unfair treatment

in Dallas schools, conditions that make it difficult for participants to complete career training courses.

As a result of offering its own CT, Dallas is severely limited in what it can make available to its clients. At the time of the site visit only upholstery and arts and crafts were availbale. TV and radio repair had been offered but was suspended for lack of a teacher.

The Dallas program is further undermined by the Centers unwillingness to do any testing of client aptitude and interests. It is therefore likely that many of the CT palcements are illsuited to the client. It is not known how many clients have completed training in these programs but it is known that only one individual of all those trained is working as an upholsterer. The subsequent work history of indivuduals enrolled in the arts/crafts program is unknown.

Wichita provides an arts/crafts program also - the only CT in it program offered on-site. Other CT students attend local schools with CETA III support and stipends.

Phoenix at one time set up a silversmithing course. It subsequently discovered that only sweatshop conditions prevailed in local jewelry-making firms and that the market for fine Indian jewelry was diminishing. The program has been abandoned.

At this time, Phoenix has 20 CETA I slots assigned to CT. How many individuals are actually filling these slots is not known. No CETA III funds are presently allocated to directly support enrollees on CT Programs.

In general, it appears that most sites are under-utilizing available CT resources, that on-site CT programs should be initiated only under very special conditions and subjected to considerable scrutiny both before and after their installation.

Furthermore, without prior assessment of clients' abilities, aptitudes and interests, and without the assistance of skilled vocational counseling, only a handful of applicants are led into CT for the long-term betterment of their economic lives.

Properly used, these tools could expand the horizons of clients, help them to understand the universe of jobs from which they could choose, help them to begin to realize that a "good fit" of their own characteristics to the demands of a job can provide personal satisfaction as well as economic improvement of their life situation and perhaps would increase their willingness to bear the demands and frustrations of formal schooling as a means of gaining their own objectives.

The present anti-testing attitude of most of the CETA III staffs appears to feed into the fears fostered by the low self-esteem from which so many CETA III clients suffer.

There is almost universal agreement at all the sites that many Indian clients in need of training find it difficult to maintain appropriate time attendance records at community schools, feel uncomfortable surrounded by non-Indian classmates, and are intimidated by the pace set up by instructors. This discomfort in the school setting is one of the prime reasons that on-site classroom programs have been established or are under consideration.

Another approach might more beneficially be taken to solve these very real problems. Client preparation for school attendance, through appropriate orientation and continued counseling, would probably be more productive in that it would more likely fit the client into mainstream school and work activity.

It might also help to work with the schools in developing student-paced learning programs. These are being more and more recognized by educators as they observe the value of individualized and self-instructional techniques.

Their adoption by schools receiving CETA III funds would not only benefit Indian people but all students attending course, especially those from minority groups.

An area in which all the sites offering support for CT agree, is the need to develop clear contractual relationships with all proprietary schools and to enlist the support of instructors in publicly owned schools as

well. Wherever it is offered off-site, student time/attendance reports are not only mandatory for the student but also demand that they be countersigned by the instructor and/or by an officer at the school before stipend checks are issued.

Wherever students are given checks (never cash) to purchase books, uniforms, tools, or other necessary supplies, checks are made out to the vendor, rather than to the student.

At all sites, it is felt necessary for a counselor to have frequent visits at the school to forestall difficulties, and to be immediately responsive to any reports (by student or school) of difficulties being experienced.

At no site was there felt to be sufficient time and/or staff to adequately monitor the schools subcontracted with. It is actually a formidable task to assess students at 56 schools in a city like Los Angeles.

While all sites indicated a need to evaluate the schools to which Indian clients are sent, none had any formal evaluation procedure and none had staff members with a background of training or experience in the educational field to perform these needed assessments.

With rare exceptions, cost of schooling was the major determinant in school selection.

Cost not only determined school selection, but it also tends to determine the school program a client is allowed to enter. With two exceptions (Wichita, which allows one year of CT, and Buffalo, which will support up to two years of schooling) sponsors will not support programs that take longer than six months to complete. This is a serious restriction in the range of choices of training that can be made available.

3.02.2 ON-THE-JOB-TRAINING (OJT)

Across the board, OJT is the least developed of the four basic employment and training systems. During FY '76, none of the sites visited really had an OJT program. All the sites are planning expansion in this area during FY '77. But, except for plans formulated by Dallas and Buffalo, even for FY '77, OJT Programs are considerably behind other programmed areas.

A number of reasons probably account for this. Foremost of the reasons given is the recession. With unemployment among skilled workers high, most employers do not wish to be "bothered" with inexperienced help and are even more reluctant to agree to hire (without CETA subsidization) CETA trainees upon completion of their training.

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A second reason given for reluctance to start on OJT programs is the feeling sometimes expressed that the private, for-profit sector, lacks the culturally supportive environment needed by most Indians for successful completion of OJT.

Another equally real, if perhaps less acknowledged, reason appears to be the reluctance of CETA III Prime Sponsors to enter into competition with CETA I Primes for limited OJT opportunities.

A lack of entree into the private sector and a hesitancy in dealing with employers also seems to be a factor.

Unfortunately, the reluctance to use OJT as a means of integrating Native Americans into private, for-profit employment, tends to restrict their work options even more.

It is felt that CETA III Prime Sponsors could materially enhance the chances of success of their FY '77 projected attempt to develop OJT programs by restructuring their manpower advisory councils to include representatives of key major and medium-sized employers in their locale and using them to help open doors in the private sector for OJT opportunities.

To enhance the probabilities of success of OJT programs, it might be well to adopt a policy of developing

at least two OJT openings at the same plant at the same time so that each trainee could have the emotional support of another Indian trainee and so that each would help the other withstand the feelings of isolation that one Indian tends to feel in a non-Indian environment. Peer support has proved itself to be a powerful positive force in other comparable situations. It might help to produce higher completion and success rates in OJT.

3.02.3 WORK EXPERIENCE (WE)

Although only Dallas and Phoenix have actually assigned more slots to WE than to CT, in reality the largest number of individuals receiving assistance from CETA III Primes, obtain it through WE. Not only does WE afford opportunity to pacify political rivals as already mentioned in previous sections of this report, it also lends itself to playing "the numbers game", i.e. it permits a rapid turnover of slots and therefore can provide a false illusion of the "success" of the program.

While many claims are made for the value of WE to Indian clients in helping them to learn about job demands in a non-threatening environment, no clear evidence was ever produced that WE did, indeed, prepare individuals to obtain and retain jobs outside the Indian organizational community.

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Only in Portland and Boston where WE trainees to the Prime Sponsor itself are included in staff development activities, was training or orientation-to-work guidance made available to WE employees.

Indian organizations are, for the most part, soft-funded agencies with limited potential for absorption of staff at the end of the WE "training" period. Transferability of work activities and of work expectations from Indian agencies to other job sites appears to be questionable.

Negotiation of WE agreements with hard-funded, not-for-profit organizations outside the sphere of Indian activities might enhance the transition potential for WE participants, help inexperienced Indian clients gain confidence in their ability to work within the wider community, and thus provide a greater long-range return on the expenditures of CETA III WE funds.

It might also bring the Prime Sponsor into closer connection with core communtiy agencies to their mutual benefit.

The current widespread use of WE participants to staff Indian agencies may be politically expedient for CETA III Sponsors, but it does not appear to offer much in the way of long-term benefits to WE participants.

The limitations of salary in PSE positions is such that most of the people (not all, but most) could earn more in the private sector if jobs were available. Even the satisfaction that many of them experience in working for their own people would probably not hold them were the job market to improve.

Should the unemployment situation abate, some Prime Sponsors would be seriously hurt by loss of their PSE-funded staff. Serious consideration should be given to the relative merits of transfering some of these people to regular staff posts which more nearly reflect their participation levels and which would afford them opportunities to earn salaries commensurate with those offered in private industry.

3.03 JOB DEVELOPMENT AND PLACEMENT

Only one site (Seattle) takes the position that direct placement is not a proper sphere of activity for a CETA III program since it would duplicate srevices available through another government-funded agency, the Employment Service.

In Seattle, referrals to other job-getting resources are given to job-ready individuals looking for work, but no effort has been made to set up an independent placement service as a component of the Title III program.

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While Wichita does not indicate a negative policy on direct placements, it does not provide any data on this type of activity. A form is used to record job referrals of participants, but it is assumed that most of these referrals are of clients who have participated in a CETA-supported training program. This type of referral also probably occurs rarely, since Wichita expects that most of the trainees will be placed by their schools at the completion of their classroom programs. Indeed, a clause is included in contracts with proprietary schools, requiring them to offer such placement services to their graduates until a suitable job is obtained.

At all other sites visited, direct placement is an active program component. The work of most Job Development personnel tends to be related more to the immediate placement of job-ready applicants than to the development of jobs for CETA trainees or for the development of on-the-job training sites.

At Minneapolis, the Day Labor Program is properly described as a direct placement activity and it is the predominant program component.

The effort expended in direct placement is justified at most sites by the generally negative attitude toward the previously described Employment Service.

As has been noted, with the exception of Seattle and Boston, none of the sites has attempted to resolve this problem by getting the Employment Service to "outpost" an employment counselor at the CETA center.

The role of CETA III in providing direct placement services to the Indian community needs clarification. Programs such as the Day Labor program in Minneapolis, clearly serve a community need and the numbers of direct placements at other sites point ot this activity as one which is wanted by CETA III constituents. However, direct placement of job-ready individuals is a role assigned to other government supported agencies and the dupication of effort implied makes a primary emphasis on this questionable. Furthermore, direct placement of Native Americans in low-paid, unskilled, temporary jobs is in conflict with CETA III objectives, regardless of how well-received it is in the Indian community. This type of placement serves only to foster patterns of behavior which militate against the full integration of Native Americans into the mainstream of economic life by contributing nothing to the development of their ability to obtain and retain decent-paying, permanent jobs.

The techniques most commonly used to develop jobs are checking "help wanted"ads and calling on potential employers selected from telephone directories to let them

know about the CETA program and the availabitity of Indian workers. At most sites, the Employment Service's Job Bank is also used, but most report that the jobs are already filled by the time the inquiry is made.

By this time, some centers have been in operation long enough to have gained considerable community recognition. Some employers regularly notify the centers of job openings.

There is generally little use of affirmative action as a lever for job development. In instances where its use has been attempted, it is reported that employers often respond by notifying the centers of job openings but that these are usually for highly technical jobs, requiring advanced educational and experiential backgrounds rarely found among CETA applicants.

A variety of additional job development sources are reported. Included are: (1) referrals from Advisory Board members, (2) other Prime Sponsors, (3) local colleges and universities, (4) Chambers of Commerce, (5) National Alliance of Businessmen, (6) cumulated employer files.

Since no records are kept of referral sources when clients are placed on jobs, there are no data to show the relative effectiveness of these various referral sources.

Furthermore, there was little evidence that these sources were actively pursued at most locations.

Employer files were not kept at sites such as Minneapolis or Buffalo, which are active in direct placements. Dallas' employer file consisted of a Rolodex name and address file supplemented by a business card file. No company information was maintained to identify the kinds of job openings it was likely to provide.

Some record of quantity of referrals from different sources and their correlation with successful placements should be kept to enhance the development of successful placement activities.

In general, job development and successful direct placement of clients suffers from some of the same defects noted in the methods used to assign clients to training porgrams. The unwillingness to use assessment tools, coupled with the lack of trained and experienced staff, make it difficult to conduct successful placement activities.

These difficulties are overcome, to a considerable extent, for those participants who have successfully completed a training program. There is a self-selection, quasi-assessment process that occurs during training. Those who can't make it or find themselves disinterested,

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drop out or ask for a change in training assignment. Those who do make it (particularly in CT or in OJT) can usually be placed in training-related employment with reasonable chances of success.

But for those who do not take training or who have been assigned to training programs for which they are not suited, the problem of placement is not as simple.

While detailed figures were nowhere available, most sites reported impressions that retention rates after placement are discouragingly low. Some of this low retention rate is probably attributable to the migratory patterns of Native Americans to which we have already alluded. A good portion of it, however, is probably attributable to poor placement practices in both training and employment programs. Were placement more successful, some reduction in the tendency to migrate could be expected. With job satisfaction, an improvement in retention rates should also result.

Measures of retention rates in job placements, either direct or indirect, should be reasonable indicators of success and properly belong in routine follow-up procedures, but are not being carried out systematically at any of the sites visited.

In the area of job devleopment and placement, the Portland Urban Indian Council is outstanding. Its program results from the fact that their former Job Development Counselor worked for nine years in job development at the largest private employment agency in the country. The techniques used at the Portland Center are described in detail in the site report submitted earlier.

It is recommended the Portland's procedures for job development be incorporated in the design for a model urban Indian Center.

It should be noted that Portland is one of the few sites that does not hesitate to use tests as client assessment tools. It also assists clients to perform their own assessments of suitability to work in a particular firm by making information about companies available for client review, and helping clients to think through the reasons why the company might suit them and vice versa.

Regretfully, Portland, like all the other sites, is unable to provide hard data on retention rates or job satisfaction for their placements. Repeated job offers (for different jobs) received from employers where clients have been placed, has led Portland to the conclusion that some employer satisfaction has been achieved.

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Again, however, no hard data are available to support this contention.

The foregoing section deals primarily with job development and placement of work-ready clients, either at time of application to CETA III or subsequent to a training program.

In Portland, job development and placement is also done to help clients support themselves during an interim period - while waiting for training programs to start, for example, or for a slot to become available - or to sustain themselves without stipends while they are attending school. Both Portland and Minneapolis have an active placement program of this kind. The difference is that development of steady part-time work while Minneapolis uses its day labor program to help clients pay their own way.

Such job placements fall into a different category than permanent placements. They are not primarily intended to foster self-reliance and independence and are merely a means to an end. Retention rates in these instances must be regarded in and entirely different light. Different records should be kept of the two types of job development and placement activities and their success should be evaluated from different points of view.

Los Angeles has recently set up a central filing system, in part to facilitate checking applicants for irregularities, that can lead to the detection of individuals trying to exploit the manpower program for purposes other than to obtain employment and training services.

In Minneapolis, an outreach worker has the function of trying to obtain immediate help for needy applicants from various church and other charitable organizations. The Day Labor Program is often used as a means of helping clients help themselves without charitable assistance while they are waiting to enter training programs. It serves as an effective screen to eliminate those who "want something for nothing."

Portland, while helping individuals to obtain financial assistance through scholarships and other non-CETA sources, follows a policy of offering minimal supportive services. Rather than provide stipends for clients to attend school, for example, Portland will try to get the individual employment and encourage school attendance at night. No stipends are ever offered to students receiving GED, tutoring, or other educational training at the center itself.

Minneapolis uses the Day Labor Program effectiverly as a means of helping clients sustain themselves rather

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3.04 FOLLOW-UP AND SUPPORTIVE SERVICES

At every site visited, efforts are being made to keep the costs of supportive services to minimum. There is widespread concern that generosity with supportive services might result in attracting a preponderance of program-dependent applicants who are not genuinely interested in obtaining employment and training assistance.

At every site some procedures are established to eliminate applicants looking only for a "handout" or for stipends. Apparently this represents a problem of considerable magnitude at some centers. It was always mentioned in connection with a reluctance to provide supportive services to clients when they first apply to the program.

At some centers immediate assistance can be given by programs other than CETA III. In Phoenix, for example, where the center has a social work emphasis, a Family Service program can provide immediate food and housing assistance for needy clients. The introduction of the wait of up to a week to go through orientation prior to seeing an employment and training counselor is, in part, the Phoenix program's attempt to discourage chronic agency users.

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than be dependent on support services.

At all centers, this caution against indiscriminately offering supportive services is counterbalanced by the recognition that many clients could not complete training without some financial assistance, and that others could not sustain training programs or jobs without remediation of medical or dental problems.

At all centers, therefore, a range of supportive services is offered. These include such things as medical and/or dental care, child care, and transportation, as well as stipends for those receiving class-room training and salaries or salary-supplements for those in OJT, WE or PSE slots.

Unfortunately, across all the sites visited, the least developed aspect of the program is follow-up an the use of this program performance data in planning and their management functions. Even where some of the required 30, 60, and 90 day post-termination interviews are being carried out at times (and most centers are not even perfunctorily meeting this DOL requirement), there seems to be no understanding of how to collect, group, or interpret pertinent data. Nowhere is this lack of knowledge more clearly demonstrated than in Minneapolis, where a full-time Evaluation Technician is on staff and

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who does nothing more than conscientiously and meticulously tabulate the data required for the Quarterly Report.

It appears that the most rudimentary statistical knowledge is lacking at the centers and the concept of the relationship between performance-oriented objectives and performance outcomes has only been dimly and imperfectly grasped. In no other area is there clearer evidence of the lack of management training and expertise in the leadership of the CETA III Primes, and no other aspect of the programmatic activities of CETA has as much implication for the development of management ability as has the appropriate collection and interpretation of program performance data and its application to planning and program design.

By demanding certain kinds of follow-up data and requiring its use in the program planning process reflected in grant applications, DOL is in a position to encourage the development and training of managerial abilities.

In our view, this would be one of the most positive contributions the CETA III Program could make to the Indian community is to develop, under its aegis , a cadre of Native Americans with management capabilities. It would not only help the individual managers, but it

would further assist the development of the manpower programs and probably have positive ripple effects throughout the community.

There is evidence that management skills can be improved with the help of DOL. There is evident improvement in the grant applications from FY '76 to FY '77, and there is an increasingly better compliance with the requirements of the Quarterly Reports.

These two instruments, in fact, can be used as primary tools in the improvement of follow-up activities and in the use of their results in program planning. Consequently these can be instruments to develop such functions as planning, problem-solving, directing, controlling and evaluating on-going programs.

Development of these skills takes time, patience and training. Despite the present primitive state of this development, CETA III Programs appear to be excellent vehicles for providing this urgently needed training. The program is regarded as highly desirable by the Indian community. It answers to the need for self-determination on the part of Native Americans, and it serves a useful purpose in helping more Indians enter the economic mainstream of American life. It also gives the

Indians a parity with the wider community and provides them with the means of making positive, productive relationships with government, industry and educational institutions.

The CETA III Program is far from achieving its potential. Given enough time, sufficient help in developing their capabilities, and opportunity to live long enough to recognize and correct past errors - these programs could very well make a significant contribution to both the Native American and the wider community.

3.05 CONCLUDING REMARKS

Assuming that sites observed are fairly representative of the way CETA Title III Prime Sponsors are functioning, it must be concluded that they are making efforts to establish and operate programs that meet CETA guidelines, but that these guidelines are only imperfectly apprehended and the managerial skills to implement them are poorly developed.

The completion of Phase I of this project, therefore, lies not in developing a totally new model for CETA III Prime Sponsor operations, but in modifying

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existing models as set forth in the DOL TAGs to simplify them for use in the CETA III environment.

The task of Phase II is to set forth these simpler versions in a way that is accessible to CETA III staff personnel and assists them in implementing the model accurately. If this is done over a period of time, outcome data will reveal the effectiveness of the model program and point ot areas where modifications should be introduced.

Because the follow-up process is the least understood of the programmatic areas, it is suggested that the four films to be prepared in Phase II present the following divisions of subject matter.

1. Outreach and Recruitment
   (including assessment and selection)
2. Employment, Training and Supportive Services
   (including CT, OJT, WE, PSE, and direct placement)
3. Job Development and Placement
4. Follow-up and Feedback to Program Planning.

PART II - LITERATURE REVIEW

I.00 FOREWARD

As part of the contractural requirements for the "Baseline Study of Urban and Rural Non-Reservation Indian Manpower Programs", a comprehensive review of the available literature pertinent to Indian manpower development was undertaken and an Annotated Bibliography was prepared.

1.01 METHOD OF LITERATURE SEARCH

Several means were used to search the literature for relevant documents. Two (2) computerized searches were made. One used the facilities of the Western Research Application Center (WESRAC) at the University of Southern California. The other used the facilities of the National Technical Information Services (NTIS).

Both of these computerized search services include government-generated reports and those produced by other organizations under government contracts. In addition, WESRAC has in its data base a large number of technical and professional journals, indexed by content tables and key-words.

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While there is always some lag between the publication of a document and its inclusion in computerized systems, the computer search is the quickest means of accessing a broad spectrum of recent documents and journal sources.

Searches were made on a large number of keywords and for the period of 1972-1976, a five year span. Keywords used included:

- Indians
- Native Americans
- Minority Manpower
- Vocational Training
- "Hard-to-Employ"
- "Hard-Core"
- CETA
- Many other similar terms aimed at selecting items related to as well as items specific for Indian Manpower training.

The computerized searches yielded approximately 3,500 abstracts. Most of these were "false drops"; after scanning all or these abstracts only 67 documents were identified as being significant enough to warrent detailed study.

In addition to those derived from the computerized searches, a number of relevant documents were obtained from the collections in various government offices, and libraries. Sources from which these additional documents were obtained included:

- Department of Labor Library
- Office of Native American Progams (ONAP)
- Bureau of Indian Affairs (BIA)
- Department of Housing and Urban Affairs
- City of Los Angeles Mayor's Office of Training and Job Development

A total of sixty-seven (67) documents was selected. Each of these has been annotated and appears in the appended Annotated Bibliography.

2.00 FINDINGS OF LITERATURE SEARCH

Most of the selected documents are narrative reports of programs that had been undertaken. Uniformly, these documents reported on programs regarded as successful by the authors.

The reports, however, are very difficult to evaluate. For the most part they do not document planning or management techniques, do not define "success" either qualitatively or quantitatively and do not give enough objective and factual information about the programmatic

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methods or outcomes to permit either replication or independent judgment of the authors' conclusions.

While true experimental methods cannot be expected in the set-up or reporting of applied, on-going programs, it does not seem unreasonable to expect that anticipated outcomes should be defined and some pre-determined measure of these outcomes be used to define the degree of success of a program in meeting its goals. This expectation has not been met. Nevertheless, an attempt has been made to cull the available report literature for information relevant to the areas of major interest to the development of the four models with which the present study is concerned:

- Outreach and Recruitment
- Training, Employment and Support Services
- Job Development and Placement
- Follow-Up

2.01 OUTREACH AND RECRUITMENT OUTREACH

While there is little direct information on outreach and recruitment of Indian applicants, there is some literature relating to these issues with other minority people - primarily, Blacks and Spanish Surname populations. Uniformly the literature suggests that "word of mouth" draws more recruits than any other single technique.

According to de Mek (1975), there were ten applicants for every available training slot at Union Carbide's Training & Trade (TAT) Program because the word was out that the program delivered good jobs.

Libaw (1973) indicates that there are two types of "word of mouth" communications. The first type occurs during a program's initial stages. Publicity through a variety of channels may reach some influential individuals. These are the politically and socially active people and those who are attentive to the media. When these people, in turn, tell their friends and relatives about training opportunities, they influence them to apply. Another type of individual likely to apply during a program's initial stages, according to Libaw, are chronic agency users.

A second type of "word of mouth" tends to operate once a program has been in operation for a while. It may be the type reported by de Mek for the Union Carbide TAT Program. According to Libaw, the type of "word of mouth" that occurs after a program has been in operation for a while, serves as a quasi-screening device.

If, like the TAT, the program develops the reputation of securing good jobs and providing worthwhile training, it will tend to attract serious applicants, desirous of bettering themselves. If, on the other hand, the program develops the reputation of primarily

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being a place where support can be obtained (with or without training) it will tend to attract high proportions of chronic agency users.

From Libaw's report, which studied NAB-Jobs Programs with Primarily Black populations, it is evident that getting a program off to a good start through careful screening and selection of candidates and good placement methods is the best way to insure positive "word of mouth".

Libaw's view is also stated by Heller (1967) who points out that a program unable to develop that first group of satisfied clients through the delivery of promised jobs, will find it hard to overcome the resultant negative "word of mouth" communication.

From these findings, it would appear that the initial activities of a program will be crucial to its subsequent evaluation and if a program tries to change its reputation, some revision of its outreach and recruitment techniques will be necessary before "word of mouth" can bring positive results.

Both de Mek (1975) and Heller (1967) suggest that the best way to initiate an outreach program is to identify the population the program is trying to attract. de Mek suggests that this process begin by the development of a detailed client profile. According to de Mek, Union Carbide's initial publicity and use of the employment

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service, did not attract the low income, minority population they were trying to reach. By checking applicants against the preferred client profile they discovered that their target population neither read publicity furnished to the press nor visited employment service offices. By changing their outreach methods to include spot announcements on the "Soul" radio stations in the Black community, their applicants more nearly matched the client profile they were seeking.

Heller (1967) reports that the Houston Program, an OEO multi-service agency that included an employment component; had difficulty in reaching the population of Blacks that was immigrating to the city.

By keeping track of client profiles and documenting clients' backgrounds and training needs, it was evident that the target population was not being reached.

By analyzing where new arrivals came from, it was found that they were attracted to local community centers and churches.

Outreach techniques were therefore changed. Once a week staff members were sent out to the various community centers and other high visibility locations in the same area. This out posting technique began to bring in clients with the characteristics being sought, i.e. recent arrivals, economically disadvantaged, and of minority status.

Both Heller (1967) and de Mek (1975), however, state that placing an employment component in a multi-service center provides one of the most effective outreach methods, next to "word of mouth". Potential clients will frequently seek out sources of emergency funding, of medical assistance, of advice on housing and other services upon arriving at a new location. By informing all of the multi-service staff of the availability of the employment program, appropriate referrals can be stimulated.

Colorful posters and other high visibility information giving notices used within the multi-purpose center are also useful tools in getting potential clients to refer themselves to employment programs within the center.

2.02 RECRUITMENT INTAKE

Most authors indicate little problems in obtaining applicants for employment and training services offered to economically disadvantaged, minority populations. Heller (1967), on the other hand, does indicate that, in addition to the possibility of reaching non-targeted populations there is a danger of over-recruiting even from the population one is trying to reach.

According to Heller, the Houston Neighborhood Centers frequently erred by "over-recruiting" for available slots. This resulted in an excessive level of effort being expended

on providing intake services which left too little capacity to provide employment services.

To counteract the tendency to over-recruit Houston instituted a "cylindrical case load system". This method limited the new clients a counselor could see to a number equal to 20% of his caseload.

Heller does not provide details on how this figure was determined or whether this percentage actually kept the flow of new clients brought into the system in balance with those leaving it. It is evident, however, that it limited the counselor to spending only 20% of his time on intake, leaving 80% of his time to deal with clients already in the system.

Apart from "encouraging" counselors to consider themselves part of a team and to keep each other informed of slot openings, job orders, and client interests, Heller provides no specific ways in which this kind of information flow can be assured within an organization. Nevertheless, he claims that this method permits an orderly client flow and allows time for follow-up activities.

2.03 ASSESSMENT

Assessment as defined by Backer (1972), is the gathering of information about the aptitudes, skills, attitudes, personality traits, and life-work histories of an individual. This definition lacks a statement of the purpose for which this information is gathered. A more

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useful definition in the current context, would be to say that assessment is the gathering of information about an individual in order to determine the training/placement assignment best suited to him within the constraints of the training/employment program.

This latter definition is implied by Backer when he points out that a crucial input to assessing a potential client is the program's capabilities and the limitations in which it operates.

It makes little sense according to Backer, to use an elaborate testing system to determine a client's academic potential, if work experience is the only employment conponent offered by a program. Backer therefore, suggests that a clear statement of program goals and capabilities be formulated basis for decisions on how best to use assessment for admission and placement.

According to Backer, the most commonly used instrument used by vocational decision-makers is the General Aptitude Testing Battery (GATB). The GATB Manual (1970d) states that only recently has it become clear that the GATB presents "definite limitations in its use with the more severely disadvantaged". It is presumed that "disadvantaged" in this context , refers to the educationally disadvantaged as distinct from the economically disadvantaged. For, as Backer points out, the greater the need of a client for manpower services, the less useful

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is the GATB for assessment since the "most persuasive characteristic of the culturally disadvantaged is educational deficiency".

Despite Backer's off-hand confusion of cultural and economic disadvantaged, it remains a truism that if a client cannot read or understand a test direction, he will perform poorly, regardless of his underlying intellectual capacity.

An argument can be made, on the other hand, that regardless of an individual's underlying intellectual potential, an inability to read or understand directions (whether this is evidenced on performance in the GATB or on any other test) is prime facie evidence of the client's need for basic education and for his inability to train for or to hold certain jobs until the ability to read is developed to an acceptable level.

It is equally clear, that, while the GATB may point up an inability to read, another instrument, not depending reading, would be required to assess an individual's underlying intellectual potential to determine whether he has the capacity to learn reading or any other skill.

Such instruments exist and attest to the growing awareness among vocational counselors that measures of intellectual potential (as distinct from measurements of skills or aptitudes for particular jobs) must be freed of dependence on culturally-induced learning.

Some such approaches to assessment identified by Backer include:

1. NGATB: (Non-reading general aptitude Battery)
   - An adaptation of the GATB for the educationally disadvantaged.
2. TOWER System: (Testing orientation and work evaluation in rehabilitation)
   - Consisting of 110 work samples in 14 broad occupational groups.
3. Work Sample Tests:
   - Performance of actual job tasks or components of such tasks.
     (This is the most satisfactory replacement of paper and pencil test for measuring aptitude for a particular job).
4. Work Behavior Samples:
   - Assessment of client's attitude forward and interest in work.
5. Fundamental Achievement Series:
   - Assessment of basic verbal and numerical skills, including basic reading.
6. BIB. (Biographical Information Blank).
   - A structured inquiry into pertinent life and work experiences taken as an individual life history from which basic abilities and attitudes can be determined.

7. JEVS (Jewish Employment and Vocational Service)

- Twenty eight work samples at varying levels of complexity from which aptitudes and skills for a number of different kinds of work can be ascertained.

It is universally recognized that it is difficult to obtain valid assessments of the training and employment potential of severely economically disadvantaged people who have low levels of formal education and who come from cultural milieu different from the core culture.

Past histo y of underestimating intelligence and ability in these populations have made them react negatively (Libaw, 1973) and with hostility (Backer 1975) to almost any kind of formal testing procedures.

Backer's list of assessment techniques provides examples of assessment tools which are least like formal test procedures. Furthermore, the use of work sampling techniques by a manpower program has a face validity that clients can accept as meaningfully related to the selection of training for jobs and for job placement as well.

Libaw's review of related literature as of 1973 indicated that life history methods, in the hands of skilled interviewers and interpreters provided useful predictions of work adjustment and of ten pointed areas in which appropriate counseling could forestall later work-related adjustment difficulties.

These findings are also supported by the Human Interactions Research Institute's 1974 report to the Department of Labor. This report suggests that a successful assessment program should, above all, have trained test technicians administer any test of any type. Such trained personnel should have an opportunity, not only to administer these tests, but to select from among a number of them those most suited to the individual client and to share the results with the client in a professional, positive manner.

In the light of de Mek's findings (1975) that over-recruitment and subsequent failure of ability to serve clients is one of the most common and most damaging tendencies of manpower programs, it also appears to be important to recognize that assessment is one way to limit recruitment to those best able to benefit from what program is prepared to offer.

If assessment demonstrates that a client is suited by ability and interests to undertake training to become a physician that client is just as unsuited

to the CETA programs capabilities as is an applicant who's incapable of benefiting from any kind of job-related training.

The consensus appears to be that assessment is a more important means of selecting (i.e. recruiting) clients that mesh well with a program's goals and constraints.

By implication this means that recruitments follow a plan and assessment should serve as one of the tools to carry out the plan as well as to benefit the client.

A further implication is that "first-come-first-served" techniques of recruitment are inappropriate and may even be damaging to both program and client. Selection of recruits from a larger number of applicants means that some individuals will not be served by the manpower program. It is therefore essential that good referral services be established by the program and that close ties be established to other agencies and sources of assistance to the Indian population.

While assessment has been defined as gathering employment related information on an individual client, it can also take on a broader meaning, related to program planning.

Under Carbide's study (de Mek, 1974) compiled an Industrial-Technical Training Checklist that can serve as a tool for assessing the potential for industrial training projects, (i.e. on-the-job training programs). With slight modification, the checklist could also serve as a means of assessing not-for-profit organizations potential for providing meaningful work-experience programs. It is also a useful instrument for program planning in general.

The checklist is reproduced below:

Industrial Training Capacity

- What industries and plants are potentially involved?
- What experience has the industry had in training in craft, technician, and related areas?
- What training is now accomplished?
- In what ways do labor unions participate in training programs?
- What facilities (space and equipment) would be available for training?
- What qualified training personnel are available or could be made available (full time and part time) for training?

- What areas of training would be most desirable in terms of experience, facilities, and personnel?
- Can a significant amount of management attention be devoted to developing and operating a training program?
- What is the "image" of the plant in terms of a place to work and a citizen of the community?
- Can the plant call upon community assistance and count on community support?

Community Resources

- What are the major educational and training resources of the area?
- What program exists for working with the disadvantaged population of the area?
- What are the temporary housing possibilities related to the area where training would occur?
- What is the general attitude of the community leadership toward programs for the disadvantaged.

Employment Opportunities

- What opportunities are there now and are projected for employment within the plant for graduates of the training program?

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- How are these positions now being filled?
- What are the general employment prospects in the geographic area and in the industry represented throughout the country?

Recruitment Possibilities

- What large groups of unemployed or underemployed workers in the area are potential trainees?
- What training programs serve these groups, and are they full, adequate, and successful?
- What channels now exist for recruitment from the disadvantaged group?

General

- Is there an agency which would be able to assist in development, coordination, and management of the program?
- What relationships exist between the industry and possible cooperating agencies?

2.04 EMPLOYABILITY PLANNING

If assessment is at the heart of the process of selecting participants for a program, employability planning is at the heart of the process of making the program work for the individual.

Backer (1972) suggests that a two week period be given over to and "employability orientation". While the specific context of this process is not delineated, its purpose is to give the staff time to work with the non-job ready client informally to determine how best to match him to training opportunities and to subsequent jobs. Presumably part of this two week period would be given over to the use of the assessment methods Backer proposes as alternatives to formal testing.

By far the most comprehensive model for employability planning (and the only one specifically related to CETA guidelines) is one prepared by the Los Angeles City Manpower Program (1976) for the Mayor's office to serve as an administrative guide to its CETA grantees.

The Los Angeles Employability Planning Model suggests that an Employment Development Plan be prepared for each participant. This plan is to serve as a working document that identifies the sequence of actions to be taken to help the client reach a goal of attaining suitable unsubsidized employment preferably in the private sector or in hard funded agencies.

In the LA Model, Employability Planning follows assessment procedures, and uses the results of assessment as part of the information mix to help develop the clients' individualized plan.

An innovation of the LA Model is that it uses a team approach to employability planning. The team consists of many staff members, including counselors, job developers, intake workers and assessment technicians as well as management personnel.

Because the LA employability planning model is incorporated in the model for Outreach and Recruitment outlined in a subsequent section of this report, it will not be detailed further at this juncture.

Suffice it to say that employability planning is an essential process from which the success of a program's ability to serve the individual client can be gauged.

205 ORIENTATION

Notably absent from the literature are any descriptions of orientation programs to familiarize the non-job ready client with the nature and demands of the world of work including the demands of the training programs themselves.

While many authors mention the barriers to employment brought about by poor grooming, lack of regularity of attendance, lack of promptness and inability to conduct oneself to one's advantage during employment interviews, (Barker (1974), deMek (1967), Libaw (1974) only one (Libaw , 1974) presents a comprehensive plan for orientation of participation in manpower programs designed

for the severely economically disadvantaged.

Libaw stresses the rise of peers in role-playing exercises and problem solving sessions following filmed presentation of materials dealing with grooming, promptness, dependability, deportment during interviews and presenting one's self to greatest advantage in written job applications.

It must be stated, however, that the plan outlined by Libaw is based on theoretical and observational data and has never been implemented. It has therefore, never been empirically evaluated.

2.06 SUMMARY ON OUTREACH & RECRUITMENT LITERATURE

Included in the literature related to outreach and recruitment has been a review of the literature pertinent to:

- o Methods of reaching the target population
- o Recruitment methods including
  - o Intake procedures
  - o Assessment procedures
  - o Employability planning

3.00 TRAINING RELATED EMPLOYMENT SERVICES AND SUPPORTIVE SERVICES

3.01 TRAINING

It is strange how little of the literature related to manpower programs actually deals with the methods of

delivering the services that lie at the heart of the programs or with ways of evaluating their relative effectiveness.

Leonard (1974) suggests that a systems approach to the planning of training can answer the questions of where training need originate, who needs training, and the kinds of training needed by the target population. This is, however, a little unclear as to what the information mix should be and how it should be obtained as well as how planners can proceed. Nevertheless, he suggests that data can be gathered that will prove useful to program planners in their efforts to determine the availability of training in the community; to arrive at decisions as to whether training is better done in-house or out, and what performance measures should be used to monitor training effectiveness.

There is concurrence from Human Interaction Research (1974), and from Urban Observatory of Metropolitan University Centers (1974) that questions must be asked to ascertain objectively what kinds of training approaches are best suited to the particular needs of the population served by a program. But there is no theoretical or practical method given making these crucial determinations.

Essentially, it appears that practical possibilities guide the development of manpower training programs. Thus CETA, like its predecessors relies on available

community resources and their traditional methods for providing training.

The issues are phrased in terms of what proportion of training will be given in-house vs. in regular classroom or in what proportion of training will be given in classrooms vs. on-the-job. The actual methods to be employed in training are rarely discussed.

Failure to deal with these issues implies a failure to recognize fully the implication of low educational attainment in minority groups. Only some of this lack of educational success can be attributed to lack of opportunity to attend school. A significant factor must lie in the unsuitability of traditional educational methods in reaching a considerable proportion of minority peoples.

While the educational system, as a rule, has tried to remedy this situation through the introduction of paced and individualized learning programs in the schools, few manpower programs have paid attention to the applicability of these new methods to career training for minority populations, if the silence of the literature on this subject is to be taken at face value.

Libaw (1974) discussing the results of a survey of selected NAB-JOBS programs, suggests ways of matching the methods used in training to the cultural and value orientations of minority trainees, referring particulary

to Blacks. The applicability of these methods to Indians remains unknown.

CETA Guidelines define four programmatic areas for training:

- Classroom Training
- On-the-job Training
- Work Experience, and Public Service Employment

No pertinent literature sources were found that provide clues to the characteristics that any of these programs areas should have in order to succeed with Indian people.

Some pointers can be deduced from the findings of the Indian Policy Review Commission Task Force. In its Final Report, dated 1976, the Commission attempts to identify Indian employability problems. The problems identified by the Commission include:

- The tendency of potential employers to view Indians as unstable, unreliable employees who consistently and characteristically have a poor attitude toward work.
- The discouragement of Indians as being able to find only low-paying, monotonous, unskilled jobs.
- The lack of skills and knowledge needed for living in the urban environment characteristic of Indians migrating to cities from Reservations.

- Lack of resources which prevents many Indians from purchasing appropriate clothes, special tools and equipment, or furnishing themselves with the transportation needed to be able to take better jobs.

CETA guidelines and programs address themselves to all of these problems. Effectiveness of implementation remains.

The AIPRC points out that cultural patterns in Indian communities may differ markedly from core culture expectations.

These may show up in ways that lead White people to regard the Indian as evasive, shifty, unwilling or unable to be straightforward.

Some of these cultural differances show up in situations that affect employability. For example:

- An Indian may not make eye contact with an employment interviewer.

  From the Indian's cultural stance this is a mark of respect for the interviewer. From the point of view of the white interviewer, it is a sign that the applicant is not telling the truth.
- An Indian may use one name on one occasion and another name on another occasion in filling out an application form.

From the Indian's point of view, he may merely be trying to accomodate the white man by using a more easily pronounced name or he may have taken a new name (as is common practice) to honor a grandmother or to give himself a "new start with a new identity". To the White man, this casual name-changing may appear to be an attempt to hide some past wrongdoing.

- When he comes to urban area, an Indian may still list his Reservation as his "home". His local address may be insufficient and transient to him because he is living in crowded conditions with others and may be afraid to make new living arrangements at any time.

  The white person may regard this frequent change of address (or failure to give a local address) as an attempt to evade responsibility, or as shiftlessness, or as a way of preventing any contact with the white community because something "strange" is going on.

- The Indians' inability to give his precise birthdate may merely be the result of lack of precise knowledge because his parents did not keep track.

  To a white person, an Indian might appear very

stupid not even to know his own birthday or he may appear to be "trying to get away with something" if he is inconsistent in stating the date of his birth.

Such details may seem to be insignificant in themselves but they point to the way in which cultural difference can lead to serious misinterpretations of behaviour and create serious barriers to acceptance of the Indian in the world of work

The fact that much ill effects may result from cultural patterns such as those described also points up the critical need to prepare Indian people to deal with the white world on its own terms by helping him understand its expectations and its way of interpreting behavioral actions.

The AIPRC Task Force Report also provides data critical to the Bureau of Indian Affairs Employment Assistance Programs. The major criticisms leveled against these programs are that:

- They provided training in skill areas that are not in demand or that training did not bring people to the level where their skills would be saleable. (low level training in welding where jobs are available only at journeyman levels or are not available at all is one common example).

- They do not follow-up their trainees' career development aim consequently do not know whether their training is successful or unsuccessful or how it might be improved.
- Lack of follow-up is also regarded as lack of interest in the trainees who need encouragement through contact and continued expression of interest.

The implications of these findings for the conduct of CETA training and manpower services programs is self-evident.

What is not so generally recognized is that, according to a HEW report (1974) on the socio-economic characteristics of American Indians based on the 1970 census, the basic reason for the recent accelerated migration of Indians to cities is their desire to seek job opportunities.

Motivation to find good jobs must be high if it induces larges numbers of people to leave their homes (Reservations) and brave the unknown.

It would seem incumbent on CETA programs to capitalize on this motivation, but the literature does not provide insight or evidence to support specific ways in which this can best be done.

4.00 JOB DEVELOPMENT AND PLACEMENT

The only written material on Job Development and Placement specifically related to operation of manpower programs is the Los Angeles Job Development Model (1976).

Much of the model presented in a subsequent section of this Report is based on the LA model, so it is not given elaborate treatment here.

The LA model presents three main techniques for job development and placement:

- Job Matching
- Use of Affirmative Action
- Job Development, per se.

4.01 JOB MATCHING

Job matching occurs when an employee is sought who can fill an employer's description of an available job. The employer's requirements are taken as the starting point. These may be in the form of a job order, a classified ad, or some other notification of job availability.

Starting with the employer's statement, the job developer scans the files of available applicants. If one is found who matches, he is sent for an interview after a call to the employer who verifies that the job is still open. If there are some areas in which a candidate does not fit the description but the counselor is certain he could perform well, some attempt is made to call the

employer and "sell" him on the candidate.

4.02 AFFIRMATIVE ACTION

Affirmative Action is used when the job developer helps an employer who has characteristically not hired Indian, to restructure jobs or to modify their requirements so that Indians can perform them adequately.

4.03 JOB DEVELOPMENT

Job Development occurs when a specific job, suited to a specific individual is sought or an employer is induced to create one.

The Los Angeles Job Development Model stresses the use of labor market analysis as a basis for planning the Manpower Program as well as a way of determining where and what kinds of jobs are most likely available. The Job Developer's should know how to gather and interpret data on such factors as:

- Transportation, employer profiles
- Community characteristics
- Available job and training facilities

The Los Angeles Model describes ways of locating possible job openings through use of:

- Classified Ads
- Business Directories(including the Yellow Pages of telephone book)
- Canvassing neighborhood businesses
- Mounting mail campaigns to potential employers, taking job orders, etc.

The Los Angeles Model also describes ways in which a team effort backs up the Job Developer and also facilitates the intergration of job information into the work of all members of the CETA staff. More importantly, it describes the way in which a team effort helps the participants and provides a means of evaluating means of improving the entire program on an on going basis.

5.00 FOLLOW-UP SERVICES

Reliance must be placed on the Los Angeles Model for Project Administration (1976) to find written materials on follow-up procedures specifically related to CETA Manpower Programs. The Los Angeles model suggests a system for obtaining monthly statistical information to help assess both project and staff performance.

Forms are also suggested to help accomplish these performance assessments.

Project performance is most commonly gauged by the retention rates of clients placed in training and/or job slots (Heller (1967); Gordon (1971).

Gordon specifically warns against using number of placements as a criterion for measuring program effectiveness. He points out that use of raw numbers of placements encourages counselors to make placements without proper regard for client or employer satisfaction or probability of job retention.

Number of placements alone, then does not consitute an appropriate measure of program effectiveness. Some further measure of the placement such as:

- Retention time
- Congruence of placement with training provided by CETA,
- Relationship of placement to the clients' employability plan
- Other such measures of quality suggest themselves, although they are not suggested by the literature sources reviewed.

Judging from the the absence of treatment of the subject of follow-up in the literature, this aspect of manpower program implementation is the least developed of its facets.

By implication, this means that programs are not systematically feeding follow-up findings into their planning processes.

Whether this lack is due to lack of sophistication in follow-up methodology, as suggested by the Manpower and Metro Study (1974) or whether it is due to some other cause is unknown.

The possibility exists that follow-up is either not carried out or not reported because negative findings might jeopardize continuation of project finding. This

situation may be overcome by a clear statement that funding is not contingent on initial outcomes but does, rather, require evidence that follow-up data are being gathered, evaluated and reacted to in the planning of program activities. By encouraging the use of follow-up date in problem solving, a reluctance to perform follow-up functions may be diminished.

Help may also be required to provide the technical training necessary to insure that follow-up procedures are being followed adequately and that follow-up data are being properly analyzed and interpreted.

PART III - THE MODELS

I.00 FOREWARD

The models presented here deal with the four areas in which the four training films are to be produced:

1. Outreach and Recruitment
2. Training, Manpower and Supportive services
3. Job Development and Placement
4. Follow-Up

The purpose of model construction is two-fold.

First, it is to try to create a structure, within CETA guidelines, specifically aimed at helping American Indian Prime Sponsors achieve CETA objectives on their constituencies.

Second, it is to inform the film-making process by providing background information and focus for script writers, producers, directors and others involved in creative film-making.

These two purposes are congruent with each other, but the second requires a concise highlighted treatment rather than a discursive detailed presentation that might be called for by the first. No fifteen-minute film can present all the procedures required to implement a model. At best, a film of this length can provide some motiva-

tional impetus to carrying out required tasks and provide some input as to why certain procedures are required if certain goals are to be achieved.

The staff at most Indian Prime Sponsors visited was lacking in formal training in manpower operations and was generally inexperienced as well. Were there more expertise in the Prime Sponsor leadership and staff, it is likely that the sites visited would have shown a greater understanding and a better implementation of the process outlined in the Technical Assistance Guides (TAG's) published by the Manpower Administration of the U. S. Department of Labor during 1974.

The models presented here represent, in part, a selection of those options offered in the TAG's and considered most appropriate for use by Indian Prime Sponsors. Additionally, they incorporate a number of ideas regarded as potentially very helpful to programs that are characteristically manned by inexperienced personnel and that suffer from high manpower turn-over rates.

The models are also primarily developed for manpower programs located within multi-service Centers. These comprise the bulk of the Indian Prime Sponsors visited. They are applicable with little modification to those Prime Sponsors operating manpower programs independently of other services.

Because the work statement for this project does not include the preparation of a film on the planning process, the models presented here incorporate some criteria for planning program mix and emphasis, and define the type of client for which each program component is best suited.

2.00 MODEL OUTREACH AND RECRUITMENT PROGRAM

This model incorporates such aspects of outreach and recruitment as:

- methods of disseminating information to the target population,
- intake procedures
- orientation of applicants to the CETA program and to the world of work
- assessment and selection procedures
- initial counseling and employability planning

2.01 OUTREACH METHODS

2.01.1 METHODS OF DISSEMINATING INFORMATION TO THE TARGET POPULATION

This model recognizes two distinct target populations to which an Indian Prime Sponsor might wish to appeal. For purposes of distinction, one group will be called a Referral Population. The other will be called a Service Population.

A Referral Population is a group for which the Indian Prime Sponsor does not expect to provide direct manpower services. It is a population, however, that could benefit by being referred to sources of other services.

Within this Referral Population, there may be individuals who are capable of benefiting from long-term higher education. While they do not fall within the purview of a CETA Program, they could benefit from referral to scholarship resources and be assisted in obtaining and filling out correctly the many forms that may be required for application.

Other individuals, may also be in need of referral:

- alcohol treatment programs
- health-related programs
- emergency assistance to housing
- other community resources

It is not suggested that CETA expend its resources on providing referral services. But it is recognized that broad outreach efforts may bring in many individuals whose primary needs may be in other areas but whose long term welfare will depend on obtaining manpower services of one king or another.

One of the many advantages of being associated with a multi-purpose center is that there can be sharing of expenses and personnel involved in mounting broad-

based outreach efforts to reach a referral population.

Methods most useful in reaching the referral population are "shot-gun" approaches. They aim to reach as wide an audience as possible and emphasize the multiplicity of services available.

Among these methods are:

- distribution of flyers and posters to Indian organizations, to markets, churches, and bars in Indian neighborhoods
- preparation and distribution of press releases to the media
- these could include stories of:
  - special events taking place at the center or sponsored by it
  - "case studies" of clients who benefited from the program (so-called "human interest" stories)
  - notification of the hiring of new staff members, stressing their background and special skills they bring to the program
- preparation of spot announcements for radio and television for broadcast on stations and at times when Indians are most likely to be listening.
- appearances of Indian artists, professionals,

members of Prime Sponsor and CETA staff, businessmen, or other prominent members of the Indian community on talk shows or news programs on radio and television.

- outposting of outreach workers at nearby reservations, to let the people know of services available in the city, should they decide to leave the reservation and attempt city life.
- contacting other organizations such as schools employment service, welfare offices, social service agencies, housing complexes, recreational centers, etc. and explaining the program and requesting that referrals be to the center for any one or more of a wide range of needs, including the need for employment services.

Outreach methods useful in reaching the service population are "rifle shot" approaches. They aim to reach only those who can benefit from the mix of manpower services offered by the CETA program.

If a program emphasizes classroom training programs, its public releases should emphasize what is being offered (vocational training, community college programs, etc.) and try to explain in its publicity what the program demands

as well as what it offers.

Publicity releases and the other forms of information dissemenation should appeal to those who are willing to work hard and study for a while in order to achieve long range goals. It should try to help individuals see themselves in a new light, i.e. as capable of learning and of improving their lot in life without sacrificing their Indian identity or as developing their earning capacity to help their families and the Indian community.

Indian values congruent with work should be stressed, such as the role of work in maintaining independence and dignity.

Programs that stress On-the-Job Training or Work Experience programs should emphasize these manpower services and appeal specifically to those individuals best able to benefit from them.

In contacting other agencies, Indian Community Organizations and other referral sources, the kind of individual being sought should be stressed as much as what the program has to offer.

Within the center itself all personnel should be informed about the kinds of individuals the manpower program is best able to help so that they can perform some screening of referrals wide-mesh.

2.02 INTAKE PROCEDURES.

If the CETA program is part of a multi-service center, it is suggested that a central intake procedure be established. This should be located at or near the point of physical entry to the center where it is visible to all those who come in the door.

Ideally, the intake procedure should begin with contact with a friendly and outgoing receptionist who welcomes the person to the center and who provides the individual with a generalized application form (i.e. suited for all applicants for any or all services offered by the center) and expresses a willingness to help the applicant fill it out if help is desired. A comfortable chair and writing table should be part of the reception areas furnishings and the decor should stress Indian themes.

If possible, a small writing room off of the reception area should be furnished with a microfiche viewer and a cartridge-type Super-8mm film projector and/or a "closed-system" film strip/sound projector.

The microfiche viewer should be used to help applicants (or any other visitor to the center) scan the current jobs available through the employment service. The film or film strip projector should be on a cont-ininuous-loop arrangement and should display a program describing all of the centers services and what is

expected if applicants who avail themselves of these services.

A bulletin board, kept up-to-date, with easily read job listing (none older than one week) should be available in a distinctly-marked part of the board--not mixed in with other announcements, although a place should be allowed for these as well.

Poster sized visual material should show the center's services and depict the steps an applicant will go through from application to acceptance into a program or service (and beyond, if it is the CETA program).

After filling out the application form (which among other things, includes data needed to determine eligibility to CETA) and being allowed some time to explore the materials in the waiting room to familiarize himself with the program, the applicant is introduced to the Intake Counselor.

The Intake Counselor should be an individual trained in interviewing techniques, thoroughly familiar with community services offered both by the center and by other agencies, knowledgeable about the constraints and capabilities of the various center programs (including CETA), authorized to make determinations of eligibility and/or referrals.

If, during the intake interview, the applicant is found ineligible for CETA, referral will be made to

appropriate programs either in the center or to another agency.

If the applicant is eligible for CETA and is interested in entering the program, the Intake Counselor will make the determination as to whether the applicant is job ready or needs one of the manpower services offered by the program.

If the applicant is job ready, two appointments are set up. The first will be for orientation and the second will be with the Job Developer. (Should interim or emergency assistance be needed, appropriate referrals for these services will also be made.)

If the applicant is not job-ready, two appointments will also be set up. The first will also be for orientation. The second will be with a "Manpower Training" counselor. (The same interim referrals as mentioned above, will be made in case of need.)

2.02.1 ORIENTATION

This portion of the model is predicated on several suppositions. First, it is assumed that all applicants to a CETA Program (whether they are eligible or not, whether they will actually be selected for a training program or not, whether they are job-ready or not, etc.) can benefit by knowledge of the CETA Program itself. If for no other reason, it helps stimulate correct word-of-mouth information and feeds into the

outreach program.

Second, based on overwhelming evidence, CETA applicants almost uniformily require an understanding of employer expectations insofar as dress and grooming and insofar as promptness and dependability on the job are concerned.

Third, CETA applicants also almost uniformily need assistance in learning how to keep personal records and to use personal information appropriately in filling out application forms. Practice in filling out forms is also needed.

Fourth, CETA applicants appear to need help in learning how to prepare for and how to conduct themselves on job interviews. Information and practice pertinent to learning all of these factors important to being a successful CETA trainee and a successful employee should be part of the orientation program.

Because the costs in time and money are prohibitive if this information and these skills were taught by counselors on a one-to-one basis, some more effective and economical way of doing orientation must be sought.

Because conducting orientation class does not allow for dealing with individual differences in backgroung and learning speed, and because conducting good classes using modern teaching techniques is a highly specialized skill not readily found in the Indian Community, and

because scheduling of classes interposes a delay between the time of application and the time of receiving orientation which discourages many applicants. It is suggested that pre-programmed, self-instructional, filmes orientation programs be developed.

These programs could be previewed on an individual, and ad-lib, basis. Applicants can view them as often as they like, give themselves as many repetitions as they need, and be given practice exercises until they feel confident in having mastered those skills required for job seeking (job-training) and for job retention.

The Super 8mm film format is again recommended for these programs. This type equipment is recommended because of the inexpensiveness, sturdiness of the equipment and the use of cartridged film that is protected against damage from careless use. The simplicity of operation is also a plus. Super - 8mm film equipment can be operated by anyone who knows how to use a radio or TV set. (It is recognized that appropriate film material is not yet available that is suited for use with Indian adults-but this is a model and creation of such films would make it possible to fully impliment the model present here). Also, parenthetically, such films could provide useful instruction for Indian youth and could be used benefically in the schools or at organizational meetings as well.

It is also suggested that a variety of film-strip material be collected to portray the world of work honestly and graphically. Many Indians have little idea of the kinds of job American industry generates. They do not know what is required in the way of background and training to enter certain kinds of work nor what kinds of wages they can realistically expect it will pay. Other useful film materials that could be made available for ad-lib viewing as well. These could not only make waiting more interesting and rewarding, but could also help Indians learn urban living skills such as:

- Using the tools of city living
  (all the way from flush toilets to subways)
- Budgeting funds
- Preparing low-cost nutritional meals, etc.
- How to study for better school learning

The availabilit, of earphones would make it possible for several people to be listening to the same or different programs simultaneously without disturbing other on-going activities at the center. And the general availability of a reasonably comprehensive film library on such topics could strive to make the CETA Center a focal point for the entire Indian community.

In this way, everyone entering the Center can benefit.

Through the use of film and program self-instructional materials, the whole orientation program can be made simple enough for the receptionist or another similarly trained person to run it. If a card is made out for each film unit to use as a monitor for when it is checked out and returned, control of inventory can be kept simple and accurate.

The Intake Counselor should specify the orientation materials necessary for the candidate to view and those that are desirable. A simple check-list of available materials will make selection of training materials simple.

This same checklist can be utilized to keep a record of the training prescribed and a record of the viewings. The applicants copy of this checklist should be kept in his folder and be available to the Manpower Training Counselor and to the Job Developer.

2.02.2 ASSESSMENT AND SELECTION PROCEDURES

Both the Manpower Training Counselor and the Job Developer should be familiar with testing techniques and interview methods of assessment. If not themselves skilled in actual test administration, they should be able to participate in case conferences, to understand the vocational implications of assessment results. They should also, after interviewing the client, be able to determine what kinds of formal tests would be

helpful, if any, and to refer the client for appropriate testing.

If the size of the CETA Program warrants it a test technician skilled in establishing rapport with Indian clients should be on staff. If not, testing should be made available either on a consulting basis (preferably especially if the consultant can also attend case conferences) or by referral to the employment service. It may in some instances be possible to arrange with Employment Services to outpost an individual at the CETA Center who can serve as either Job Developer, Tester or both.

If the client is job-ready, the Job Developer should proceed to locate a suitable job for him.

If the client is not job ready, it is the task of the Manpower Training Counselor to determine whether the client belongs in one of the CETA Training Programs or would be better off in some other kind of training program, such as receiving a BIA or Tribal Scholarship to obtain a pre-professional college education.

If the client is better off in some non-CETA Program help should be given to obtain and fill out necessary application forms, etc.

If the client is suited for a CETA slot, the Counselor working with the client determines which slot is most appropriate work for the clients long-term welfare and for the fulfillment of the objectives of this particular CETA Program.

The Manpower Training Counselor is given a maximum number of cases to carry. In smaller programs, the Counselor will not only assist the client in selecting a training slot, but will visit the client at least twice a month during the training period, will be in contact with his teachers and supervisors, evaluate the training institution on an on-going basis, and help the client or institution with any problems that may arise during the training period.

If neither the training institution nor the On The Job Training employer can place the client at least two weeks before the client completes a training program, arrangements will be made for the client to meet with the Job Developer and efforts will be made to find permanent placement in unsubsidized employment.

2.03.3 INITIAL COUNSELING AND EMPLOYABILITY PLANNING

Employability planning is an initial part of the counseling of a CETA client. Because it plays a central part in the early counseling effort, it is singled out for special attention in this model.

Employability planning is a process that assists the participant and program operator develop and follow a specific action plan that the client must successfully complete in order to obtain full time, unsubsidized employment.

This idividualized, participant oriented process usually includes several staff members who would be actively involved in implementing the plan - the counselor, placement specialist, and most importantly, the case manager who is responsible for overseeing that the plan is properly developed and implemented.

The staff team has a shared goal: guiding the participant to successful employability within the time specified in the agreement.

The plan includes three (3) major phases which should be incorporated in one (1) form See Figure 2 & 2-A

203.1 CLIENT ASSESSMENT

To determine whether or not the applicant can benefit from the available program activities. This phase gathers information about the participant, evaluates potential for successful completion and determines training and supportive service needs.

a. Participant Information

1. Past education - years of formal education, periods of structured vocational training, basic or remedial education needs. When tests are used, program operator must ensure that they are administered and reviewed by experienced, trained personnel. The

OFFICE USE

1. ____ ____ ____
2. ____ ____ ____
3. ____ ____ ____
4. ____ ____ ____
5. ____ ____ ____

PARTICIPANT EMPLOYABILITY DEVELOPMENT PLAN

1. Contractor Name

2. Contractor Address

3. Labor Market Planning Area

4. Participant Name

5. Social Security Number

6. Enrollment Date

7. Scheduled Term Date

8. Primary Training Activity (check one)
Classroom Training ☐ Work Experience ☐ OJT ☐ Innovative ☐

I. Summary of Education and Work History:

II. Personal Characteristics (Interests, Aptitudes, Work Behavior):

III. Test Information:

	Results	Test Used	Date
Pre-Employment Physical Exam			
Functional Levels			
Aptitude/Proficiency			
Other (specify)			

IV. Barriers to Employment (List) If work experience program provide rationale for enrollment.

V. Environmental Factors Affecting Employability

VI. Employment Goals

Field of Work _____

Specific Occupation _____

DOT Code _____

Alternatives _____

VII. Qualifications Required for Placement

VIII. Placement Opportunities (Specify firms or agencies likely to hire)

FIGURE 2

PARTICIPANT EMPLOYABILITY DEVELOPMENT PLAN
Side 2

IX. STEPS TO REACH EMPLOYMENT GOAL

A. SUPPORTIVE SERVICES (Medical, transportation, child care, etc.)

1. SUPPORTIVE SERVICES PLANNED		2. SUPPORTIVE SERVICES PROVIDED		
Name of Supportive Service Required	Responsible Staff Member and Title	Date Service Completed	Agency Providing Service	Cost to LACCETA

B. EMPLOYMENT & TRAINING SERVICES (Counseling, GED, ABE, ESL, Occupational, Work Experience, OJT, Job Development, etc.)

1. EMPLOYMENT & TRAINING SERVICES PLANNED			2. EMPLOYMENT & TRAINING SERVICES PROVIDED					
Name of Employment & Training Service Needed (Include Job Title if Training Activity).	Responsible Staff Member and Title	Weeks Required	a. Start Date	Total Participation: Days Present	Days Absent: Excused	Days Absent: Unex.	Activity Successfully Completed?	Total Wages or Training Allowances
C. Participant Approval of Plan	Participant Signature	Date						

X. EDP MODIFICATION

Change Required	Reason for Change	Responsible Staff Signature	Date	Client Approval Signature	Date

XI. OJT/WORK EXPERIENCE INFORMATION

1. Participant Training (Other than contractor)

Trainer Name _____

Address _____

City, Zip _____

Hours/Week _____ Hourly Wage _____

Job Title _____ DOT _____ SIC _____

Planned Duration of Training (In months) _____

2. Follow-up Results (check one):

Result Month	1	2	3	4	5	6
In Training						
Not in Training						
Not Contacted						

XII. JOB PLACEMENT INFORMATION

1. Job Entry

Employer Name _____

Address _____

City, Zip _____

Hours/Week _____ Hourly Wage _____

Job Title _____ DOT _____ SIC _____

Expected Duration of Job Placement: ☐ 1 - 3 Days ☐ 4 - 150 Days ☐ Over 150 Days

2. Follow-through Results (check one):

Result Month	1	2	3
Employed			
Not Employed			
Not Contacted			

XIII. TERMINATION

1. Date of Termination _____

2. Reason for Termination (check one):

- ☐ Indirect Placement
- ☐ Self-Placement (Obtained Employment)
- ☐ Other Positive (specify) _____
- ☐ Non-Positive (specify) _____

3. Status at Termination (check all that apply)

- ☐ Public Assistance Recipient
- ☐ U.I. Claimant
- ☐ Employed
- ☐ Unemployed
- ☐ Underemployed
- ☐ Not in Labor Force
- ☐ Status Unknown

XIV. POST TRAINING EMPLOYMENT HISTORY

Contact Date		Contact Date	Date Began New Job
New Employer	Date Began New Job	New Employer	
Address		Address	
City and Zip	Phone No.	City and Zip	Phone No.
New Job Title	DOT Code (6)	New Job Title	DOT Code (6)
New Hourly Wage			SIC Code (7)

FIGURE 2 A

contractor must convince the applicant that the tests lack cultural, ethnic, and sex bias and are utilized to assist in developing a training plan.

2. Employment History
   - Why is he/she unemployed? (Fired, resigned, layed off?)
   - How long has he/she stayed at one job?
   - Does he/she have a skill?
   - Where has he/she worked?
   - Where has he/she looked for employment?
   - Is he/she collecting unemployment?
   - What type of employment would he/she like to have?
   - How many job interviews has he/she had since he/she became unemployed?

3. Barriers to Employment
   - Does he/she have transportation?
   - Is he/she familiar with the area?
   - Does he/she need child care services?
   - Has he/she ever been arrested? Why?
   - Does he/she normally get along with supervisors?
   - Is there a history of drug addiction? Alcoholism? Medical Problems?

- Are there any personal problems, Marital? Medical?

4. Participant's point of View
   - What type of training is he/she seeking?
   - How much money does he/she want to earn?
   - Does he/she like to work for somebody else?
   - What are his/her immediate needs?
   - What are his/her long range goals?
   - What is his/her attitude towards advancement and employment?

b. Determination of Potential for Success

Once all participant information has been collected, staff must determine whether or not to accept the applicant into the program. Final determination should be based on open discussion among the participating staff members. Points that should be considered in reaching the decision are:

- Is the applicant's educational level adequate for the training components (opportunities)?
- Can educational and training needs be met in the program?
- Can barriers to employmeny be eliminated?

- Can supportive services be met?
- Is additional information needed? i.e., medical reports, past employer input.

If a decision is reached to reject the applicant, then an effort should be made to refer the client to another program. The applicant should be told why he/she is not accepted.

If, in contrast, the determination is favorable, the client is informed, oriented and directed to the second phase, the Employability Development Plan.

203.2 DEVELOPMENT OF EMPLOYABILITY PLAN

The Employability Development Plan is a working document that should identify the actions to be taken to reach employment for the participant. At this time staff should inform the participant of the employment opportunities in the area; skills that are in demand; industries in the area; wages paid in his/her general area of employment interest; the time limit involved in the program; surplus skills in the area. Staff should assist the participant to understand how these considerations will effect the planning of his employment goals.

Staff should then assist the participant to establish realistic goals and offer suggestions if he/she is not sure

of what he/she wants to do. In order to accomplish this, the team must consider in depth:

- Have his/her immediate needs been alleviated?
- What are his/her strengths, interests, aptitudes?
- What his/her past work experience has been?
- What he/she can be trained for within the time constraints?
- What the environmental barriers to his/her employment are?
- How they can be remedied?
- What his/her supportive services needs are?

Then the team should develop alternatives of short and long range goals and discuss which one(s) would be best, based on the information gathered during the meetings held with the participant. It is important that immediate needs and barriers to employment are identified and dealt with at this time to enable the participant to concentrate on training.

After the goals have been identified, then the specific activities to achieve those goals must be outlined:

- What training and job development components will he/she participate in?
- What supportive services will he/she receive?
- What outside resources will assist in reaching the goals? -- night school, part-time work, etc.

- Any outside financial assistance?

Along with outlining each activity, the person responsible and time required to accomplish it must be specified. The participant should have a clear understanding of:

- Everybody's responsibility including his/hers to accomplish each activity.
- What his/her schedule is
- Who to contact in case of a problem or concern
- Schedule for periodic reviews of his/her plan
- The purpose of the reviews

Implementation and Follow-Up of the Employability Plan During phase three (3), the supervisor or person responsible for overseeing the implementation of the plan should inform staff that will interact with the participant i.e., vocational instructors, basic ed teachers, of the plan and the participant's goals. Staff and participant should be asked to inform supervision immediately if they forsee any potential problems.

During this phase of the program, documentation becomes very inportant. Documentation should be kept on the following:

- Problems arising
- Progress of the client
- Results of testing

- Weekly or monthly evaluations
- Any modifications to the plan
- What services are being provided
- Records of his/her attendance, punctuality
- How he/she is getting along with his/her supervisor and peers
- Records of his/her performance, productivity

Staff should be open to and prepared to make alterations to the plan if participant shows discontent with training. There may be a need to change employment goals which probably will include re-evaluating training needs. It is important that the team meets at least once a month in order to insure the smooth advancement of the participant. If alterations to the Employability Development Plan are needed, the documentation should be recorded on a separate sheet.

During the Exit Review of the Employability Development Plan, the team meets to encourage the participant to continue devoting serious effort toward achieving long range goals. These may be entering college, trade school, getting a license, etc. By this time the participant, after having experienced small successes and having achieved the short range goal, should feel confident to pursue long range goals. If for example he/she wants to attend Jr. College at night, assistance should be provided

to determine when to enroll; what classes he/she would like to take; what program would fit his/her schedule of work, etc. At this meeting, the participant should be assured that staff will maintain contact with him/her or that he/she is free to contact staff (specify the person by name and provide phone number) if he/she needs assistance.

Follow-up efforts should continue until the participant feels that the barriers to employment have been eliminated or alleviated considerably and he/she feels comfortable with the job. The sponsor should require a follow-up following placement, at 30, 60 and 90 days. Follow-up should be recorded on a Client Follow-Up Records form. Notes on these contacts should be kept in the participant's file.

2.04 EVALUATION OF THE OUTREACH/RECRUITMENT PROGRAM

It cannot be overemphasized that the improvement of a program or any of its components requires that it be reviewed frequently and objectively to determine if it is meeting its specified goals. If not, then the degree of deviation must be determined and the reasons why the plan is not being met should be analyzed and decisions should be reached as to how the plan should be modified or how deterrents to its achievement can be overcome.

In this model, the application form should derive information as to the source of a clients' referral to

the CETA program. And the clients records should contain all the other information derived from his intake, counseling, training and subsequent follow-up.

On a quarterly basis, this client data should be summarized and pooled. In addition to the quarterly report required by the Department of Labor, the CETA program should require a quarterly staff review of the program.

The agenda for the review should include a re-cap of the specific goals for the quarter, according to plan. Discrepancies in reaching the targets should be discussed. A qualitative summary should be prepared that enumerates the problems encountered and solutions suggested. Modifications to the plan if any should be codified, and should be made specific in a written statement of the new goals to be achieved in the next quarter.

Each individual's role in helping to ahcieve the goals should be specified.

Goal statements should include, but not be limited to:

- Number of applicants to be served
- Number of clients to be interviewed
- Number of placements to be made
- Number of site visits to be made & reported
- Number of follow-up calls or visits to be conducted
- Etc.

When specific segments of the overall goal are assigned to individual staff members, these quarterly reports can also serve as one element of employee performance evaluations.

Over the longer term, probably on a yearly basis, certain correlations should be made - quantitatively (i.e., statistically) to determine:

- Which referral sources bring in the most successful participants
- The probability of successful completions of different training programs and different training locations

In order to be able to obtain these correlations, it will be necessary to record the referral source for each applicant and it will be necessary to establish some sort of rating of the level of success of each trainee. Type of training and its location will also have to be tabulated and grouped before these correlations can be computed.

The time spent with a client at each staff-client contact should also be recorded so that labor costs per client can be computed. By tabulating this data, along with publicity and overhead costs and correlating costs with successful vs. non-successful clients, some estimate of the outreach/recruitment program's cost-effectiveness can be made.

2.05 SUMMARY OF THE OUTREACH AND RECURITMENT MODEL

A. Outreach

- attempt to reach those in need of and interested in obtaining training by emphasizing CETA goals in all outreach efforts
- develop advertising methods to "sell" training and work to the Indian community in ways compatible with culture and value orientation
- in multi-service center-use central intake procedure (as in Phoenix) with trained intake counselors prepared to determine eligibility, potential value of CETA/client to each other, make referrals to CETA or elsewhere
- continue to reach out into community through use of Indian-based communication channels and through non-Indian media and press - use prepared packet of PR ideas

B. Orientation

- have available a "canned" well-prepared presentation on:
  - what CETA has to offer to participants
  - what CETA expects from participants (including attitudes, behavior, and willingness to keep the program informed of work-related progress during post-training and after placement.)

- develop self-instructional programs to cover topics such as:
  - the role of dress and grooming in getting and holding a job or succeeding in a training program and how to do it
  - the need for punctuality and dependability
  - how to conduct one's self during an interview
  - how to keep personal records and how to use them in filling out applications for jobs or schools

C. Recruitment/Selection

- recruit in terms of a plan
- conduct client assessments
  - to determine which applicants can best benefit from what the program can offer
  - using ES, private consultants, or trained in-house personnel
- use prepared materials to introduce clients to real choices in the world of work (to help in client self-selection) - as in Seattle
- if an applicant is selected
  - counsel
  - prepare an employability plan
  - explain to client why he was selected

- if an applicant is not selected
  - counsel
  - explain why
  - refer for job placement in interim employment if placed on waiting list
  - assist to apply to other training opportunities
  - make other appropriate referrals

D. Evaluate Outreach/Recruitment Program to determine degree of success in reaching goals spelled out in plan.

- qualitative evaluation
  - how close to plan?
  - what discrepancies?
  - why?
  - what problems encountered?
  - how might they be solved?
  - should plans be modified in light of outcomes?
  - if so, how?
  - which referral sources bring in most successful participants?
  - what is probability of successful completion of different training programs? types of training institutions?
  - what is optimum duration of a training program?

D. Evaluation Outreach/Recruitment Program (Cont)

- quantitative evaluation
  - what are costs of outreach and recruitment of
    successful participants?
    of non-successful?
    of non-selected?

3.00 TRAINING, MANPOWER AND SUPPORTIVE SERVICES MODEL

The employment and training services provided through a model Indian manpower program should be designed to comprehensively meet the employment needs of unemployed, underemployed and economically disadvantaged or low income Indians. The program mix of available activities, classroom training (CT), on-the-job training (OJT), work experience (WE), public service employment (PSE) should result from:

1. an objective detailed analysis of the demand for and supply of labor in the labor market area and
2. an assessment of the operational capability of the prime sponsor and the potential subcontractors (eg. public schools, community based organizations, private for profit business).

Regardless of the degree to which program activities are operated internally or provided through subcontract, prime sponsor staff must develop a written statement of work for each major program activity to ensure a sound understanding of each activity's operational framework.

The statements of work which follow form the conceptual basis for the development and operation of a model Indian employment and training center. It should be noted that length of participation parameters should be established

in the work statements of all training activities to insure a minimum level of training and reasonable cost per placement. It is suggested that all participants receive not less than two (2) months of training and services. All clients in classroom training and on-the-job training should receive not more than twelve (12) months of training and services unless there are extraordinary local labor market conditions which require longer periods of participation. All participants in full-term work experience activity should receive not more than six (6) months of services. Public Service employment should not have a specific limitation, however, every effort should be made to transition participants to unsubsidized jobs as local labor market conditions permit.

3.01 CLASSROOM TRAINING (CT)

This program activity includes any training that is conducted in an institutional setting and that is designed to provide individuals with occupational skills and education which will enable them to secure and retain meaningful employment. Wherever possible, this activity should be in free or low cost public schools, adult schools, vocational-tech schools, community colleges, skills centers, proprietary schools, or community based organizations.

Occupational skill training should be designed only for occupations in which skill shortages exist or for which

there is a reasonable expectation of employment with adequate growth potential. Education includes general educational development, adult basic education and English as a Second Language. All education and training should be employment related. However, where GED, ABE, or ESL are provided without specific job training, consideration should be given to eliminating stipends.

If administered through subcontract, operations should only by authorized to provide education and skill training within specified areas and time limits.

To assist the subcontractors, the prime sponsor may want to allocate space for tutorial assistance at the CETA Center where trainees can come together to study, talk, and provide one another with needed peer support.

Classroom training operators should be required to:

- Procure Bureau of Schools Approval recommendation for the training funded.
- Provide teaching staff who have experience and/or certification in the appropriate classroom teaching activities.
- Administer diagnostic placement tests.
- Submit a curriculum for each course in writing, including learning objectives and daily time schedule, for approval of the prime sponsor.
- Submit a plan for each participant service activity.

- Provide learning activities needed to achieve the goal of each client's employability plan, including individualized attention for students who experience problems in mastering the material.
- Maintain records on client performance, progress, and attendance, and prepare a written monthly evaluation of client performance and progress toward his or her employment goal to be discussed with the client.
- Provide for the health and safety of staff and clients in all facilities.
- Provide facilities which are adequate to facilitate achievement of learning objectives.
- Provide the prime sponsor required follow-up reports for a three month period.

3.02 ON-THE-JOB TRAINING (OJT)

The purpose of On-the-Job Training (OJT) is to provide training conducted in a work environment which is designed to enable individuals to learn a skill and qualify for a particular occupation through demonstration and practice. OJT may be conducted with either private or public employers.

OJT positions should be developed with the interests and goals specified in participant employability plans. All OJT contracts should be submitted for prior approval to the Indian Prime Sponsor. OJT participants should not,

at the time of application, possess the skills covered in the training outline of the OJT contract. Each participant should receive a copy of the applicable training outline and job description prior to the start of training and should be advised of the contracted starting and ending wage. Every effort should be made to place two (2) or more participants at an OJT site to provide peer support at work. In each case, the training must be conducted on a "hire first, train later" basis. Participants are considered to be regular employees of the OJT employer as soon as they start work and should receive the same rights and benefits as all other employees. Payments to profit-making employers are limited to reimbursement for the costs of recruiting, training, and supportive services which are over and above those normally provided by the employer. Direct subsidization of wages for clients is not an allowable cost for private, profit-making employers. Wage subsidization is permissible with non-profit employers, but is not required.

The operator (whether prime sponsor or subcontractor) is responsible for maintaining appropriate records on the performance, progress, and attendance for each client in OJT. Additionally, all OJT operators must ensure that employers fulfill the following conditions prior to placing a client in an OJT position:

- Sign a contract which includes:
  (a) an outlined job description of the OJT position; union agreement must be obtained if the OJT position(s) is covered by a collective bargaining agreement;
  (b) specification of the wage the client will receive;
  (c) an outline of the training to be provided to the client and the specific skills to be obtained;
  (d) a commitment to complete a written monthly progress evaluation of each participant which should be discussed with and signed by the participant;
  (e) assurance that OJT clients will receive the same fringe benefits and promotional opportunities that are available to regular employees; and
  (f) a commitment by the employer to hire the client prior to training and to retain the client after successful completion of the training period.
- Develop skills in each OJT position that have transferability, i.e., the client must gain a skill which will make him or her employable with

another employer if necessary.

- Ensure that no regular employees are displaced.
- Pay at least $2.50/hour or prevailing rate of pay for persons employed in similar occupations by the same employer whichever is higher. Whenever possible, a wage increase should be built into the contract.
- Meet health and safety standards.
- Agree to refer all clients terminated from subsidized employment back to the Contractor and to provide a written explanation of the reasons for termination and a statement of the conditions under which he/she would consider re-employing the client.
- Provide the prime sponsor with required follow-up reports for three (3) month period.

3.03 WORK EXPERIENCE (WE)

Work experience is a short term work assignment with a public or a private non-profit employer. It is designed to enhance the employability of eligible individuals by providing them with experience on a job, an opportunity to develop skills and good work habits, and an opportunity to develop specific occupational goals through exposure to various occupational areas. Work experience should be limited to a length of 26 weeks. It includes the following:

- Short-term employment for clients who need to adjust to a work setting.
- Short-term employment for clients who have no definite occupational goals and for who not training or job opportunity is immediately available.
- Short-term employment while a definite occupational goal and a training or job opportunity is being developed.

Eligible individuals are those who have either never worked or who have not been working in the competitive labor market for an extended period of time, i.e., new or recent entrants into the labor force, and re-entrants into the labor force. Program outcomes for work experience clients include return to school, enrollment in post-secondary education, enlistment in the military services, enrollment in manpower training components, and job placements, in the proportions specified in the prime sponsor's performance standards.

It is suggested that work experience clients spend a minimum of 80 percent of their time in an actual work situation. (Up to 20 percent of their time may be spent in educational or other supplementary activities.) The Work Experience Operator must perform the following activities:

- Develop a work site for each client in a public or private non-profit agency in which a definite skill or work activity is to be performed. (It is desirable that the skills developed by the client during work experience will have transferability in meeting the requirements of employers - Preference should be given to placement in hard funded non-profit organizations.)
- Develop a written agreement with each work site agency which includes the following:
  (a) a detailed job description of the work experience position;
  (b) an agreement to provide adequate supervision to the client and to evaluate the client's performance monthly in writing;
  (c) an agreement to provide the client with supervision, facilities and space at no charge to the Contractor;
  (d) assurance that the client will be paid an hourly wage at least the highest of $2.50/hour or the prevailing wage for similar employment and skills;
  (e) an agreement to refer each client who is terminated by the worksite agency back to the Contractor and to provide a written statement

of the reasons for termination and the conditions under which the agency would consider accepting the client back.

- Ensure that the work experience client does not displace any regular employee.
- Ensure that the work experience client has adequate supervision and that a written monthly evaluation of each client's work is prepared by the supervisor and discussed with the client.
- Ensure that employment conditions meet health and safety standards.
- Ensure that the work experience client will receive the same fringe benefits available to regular employees of the Contractor.
- Maintain appropriate records on performance, progress and attendance of each client in work experience.
- Provide orientation to all supervisors of work experience clients concerning the objectives of this activity and the procedures to be followed.
- Submit all work experience agreements for prior approval to the prime sponsor.

3.04 SUPPORTIVE SERVICES

Supportive services should be provided to help participants overcome personal or environmental handicaps which

affect their ability to participate in the program and limit their employability. They are an integral part of any comprehensively administered employment and training program.

The need for supportive services should be determined on a case by case basis as part of the ongoing process of assessment and employability planning. Supportive services are provided only when they are necessary to enable a client to participate in the program or to obtain employment.

Whenever possible, the Indian prime sponsor should obtain supportive services without cost to their contract through coordination with and referral to appropriate community agencies. Reference booklets listing such linkage opportunities exist in most metropolitan areas. CETA funded supportive services usually include child care, physical examinations, emergency medical care, optical and dental care and transportation. In providing transportation assistance as a supportive service, Contractors should:

- Choose the most economically feasible method of transportation, within the time constraints involved.
- Provide assistance only with transportation needed to reach the training or employment site or the location where services are provided.

- Place as much responsibility as possible on the participant to help the client assume responsibility for getting to training or work on time.

In providing health care and medical supportive services, Contractors should:

- Determine if assistance is available without cost to the program from local health services agencies.
- Refer clients in need of assistance for major medical problems related to employment to Vocational Rehabilitation.
- Use CETA funds to pay only for those services which are essential to obtain employment to participate in the program, including emergency medical care, optical care, and pre-employment physical exams.

In providing assistance with child care as a supportive service, Contractors should:

- Develop linkages with existing child care providers (including day care centers and family day care homes).
- Counsel parents on the need to develop stable arrangements with care-takers in order to be able to complete the program and obtain and retain employment.

- Help parents explore alternative types of child care.
- Provide direct financial assistance if no other source of aid is available.

3.05 PUBLIC SERVICE EMPLOYMENT (PSE)

The Public Service Employment (PSE) program is designed to provide unemployed individuals with transitional employment in jobs providing needed public services. This porgram should not be confused with the work experience (WE) component which is structured to deliver short term (not more than six (6) month) work exposure and training to new or recent entrants to the labor market usually, the most severely disadvantaged in terms of work exposure and training.

Although PSE is a job creation program to assist the general unemployed population, an Indian prime sponsor may emphasize creation of entry level positions. Provision of related training and manpower services may enhance successful transition to unsubsidized employment. Supportive training should be directed toward providing participants with skills and knowledges which will ensure their upward mobility and career advancement. It may include such activities as counseling, GED, ABE, ESL or institutional training such as specialized training courses, seminars and workshops. Eighty-five (85) percent of the funds in

these programs are for direct employee salaries and fringe benefits, with a maximum of fifteen (15) percent reserved for administrative and supportive training. PSE employees must be treated the same as regular employees with the exception of job tenure provisions.

3.06 SUMMARY OF THE TRAINING, MANPOWER AND SUPPORTIVE SERVICES MODEL

This model is based on CETA's intent to help people become self-supporting in permanent, good-paying jobs.

It is also predicated on the judgment that only 2 (CT and OJT) of the four CETA program categories are genuine training programs - and should, therefore, be stressed in planning.

In this model:

- CT is primary
  - up to 2 yrs. CT should be allowed (as in Buffalo) past the GED or high school diploma
  - GED, ABE, ESL should not be counted in CT slots - a separate category with its own slots should be established for them
  - only CT should warrant stipends
  - GED, ABE, ESL should warrant minimum support services and assistance in obtaining interim employment for self-support (as in Portland)

- CT must be job-preparatory in field where skill shortages exist in area
- applicant must show aptitude for job and for preparatory CT prior to selection of assignment
- CT, wherever possible, should be in free or low-cost public schools, high schools, voc-tech schools, community colleges, skills centers, etc.
- rather than use proprietary schools to ease problems related to the placing of instruction:
  - provide assistance to schools to develop individualized, self-paced methods
  - provide space and assistance for study at CETA center where trainees can come together to study, talk, provide each other with peer support.

- OJT is both primary and secondary
  - i.e., it may be used as a first placement for individuals with prior training - or as training subsequent to CT provided by CETA
  - assignment to OJT should be supported by evidence of applicant's aptitude
  - every effort should be made to place 2 or more clients at an OJT site to provide

peer support at work

- WE is secondary
  - should relate to prior training, whether CETA-supported or not
  - may be used as follow-on to CETA-supported CT
  - preference should be given to:
    - placement in hard-funded not-for-profit organizations
    - placement where saleable skills can be perfected and general job-readiness can be enhanced
    - placement where ability to work and live in non-Indian world will be developed
    - placement where people are interested in and open about learning Indian ways and contributions; where diversity is valued
  - should not be used as an inexpensive alternative to hiring staff or using PSE slots
- PSE is related mainly to unemployment
  - placement should be in area of work history or prior training

- if career change is contemplated, aptitude for new work should be evaluated and new career should be in a skill shortage field
- placement should give preference to hard-funded not-for-profit or government agencies to maximize probability of obtaining permanent work at prevailing wage rates

- Counseling
  - should be available throughout the training period
  - minimum once per week contact with trainee and instructor or supervisor - on school or work site
  - formal record of site visit should
    - evaluate progress/performance
    - describe problems, if any, and suggested solutions or actions
    - obtain trainee's evaluation of quality of instruction or training and of his/her learning
    - be counter-signed by trainee, instructor or supervisor, as well as counselor

- Counseling records should
  - be tallied for use in planning future training programs
  - be used as basis for compiling counselors' activity reports
  - be included in data used by supervisor to perform job performance evaluations
  - be filed in client's folder

4.00 JOB DEVELOPMENT AND PLACEMENT MODEL

Job development is the process of locating and obtaining employment and ensuring job retention for all program participants either through direct job placement (prior to intake) or after completion of the job training phase of the program.

The model Indian job development component should combine three (3) basic approaches to achieve desired employment objectives:

1. job matching
2. institutional change through affirmative action and
3. individualized job development.

Each of these techniques is more successful when the job development component emphasizes the delivery of personalized services to meet applicant or participant goals and objectives. For the client enrolled in training, the job development staffs' active involvement in the employability planning process is essential; it ensures realistic preparation and placement of each program participant according to abilities, interests and employment goals.

The first approach, job matching, involves determining an employer's needs and screening applicant files to locate an individual(s) who meets the employer's qualifications. The basic strategy is to relate to the

needs of the employer; the task of the job developer is to solicit jobs. This approach has a public relations benefit as it provides the program a degree of credibility with employers. Since this is a relatively simple process, the program is able to identify a large number of jobs with a minimum of staff involvement.

The second approach, institutional change through affirmative action, focuses on persuading an employer to modify selection processes or existing job structures in order to hire Indians who have been excluded from or under-represented in the employer's work force. In some cases this involves a sophisticated analysis and restructuring of job tasks and positions; in most it includes identifying an obvious discriminatory practice, such as the use of an unvalidated test that has had adverse impact on Native Americans. The essential strategy is designed to help the employer recognize the benefits of initiating changes in the recruitment and examining processes; programs should use federal guidelines on affirmative action to make their case. Employers in violation of Title VII Civil Rights legislation may be identified through review of contract compliance reports or affirmative action reports of the EEOC or EEPC.

The final approach, individualized job development, involves seeking a position for a particular participant in the program. The basic strategy is to "sell" the individual to the employer through developing a job which maximizes the utilization of the individual's skills and potential. This technique centers on implementing the employability development plan. The program's retention performance is enhanced as individuals tend to remain on jobs that are designed to meet individual interests and abilities.

These approaches are often combined by the Job Developer in placing disadvantaged participants.

An example of this combined approach can be seen in the case of the employer who wants to hire a machinist. The program job developer knows a company that needs to hire more Indians. He advises the employer he will try to find a Native American machinist but that this will be difficult because few have been trained in this field. He suggests that the employer take steps to avert this problem in the future by hiring a CETA participant to work as a production machine operator with the machinist; with training, this individual will soon qualify for promotion to the position of machinist and the employer will be closer to meeting his affirmative action goals.

In implementing the combined approaches on job development, the model Indian manpower center should follow two (2) major processes:

1. Planning and Organizing
2. Implemention.

4.01 PLANNING & ORGANIZING

Successful job development requires careful planning. This planning should include statistical analysis of the labor market to identify general trends as follows: economic conditions and industrial development information, demographic statistics, labor force data, distribution of local employment by industry and occupation, labor supply/demand by occupation, prevailing wages, available supportive services and local transportation facilities. Specific data should include: current local job openings, employer recruitment profiles (from EEOC or FEPC), identification of employers affirmatively recruiting Native Americans, labor union vis-a-vis Indians, identification of occupations requiring licenses, certificates, permits and credentials and formal vocational training and apprenticeship requirements.

After analyzing the labor market, it is essential that a careful review of contractual goals is made in order to successfully plan job development activities. The following outlines a few items that should be reviewed and understood

by all job developers: statements of work which identify quantitative and qualitative goals, significant segment plan which helps indicate job development approaches, program budgets which indicate component staffing, and OJT and Work Experience guidelines.

4.02 IMPLEMENTATION OF JOB DEVELOPMENT ACTIVITIES

The process of job development implementation should involve the following specific steps:

4.02.1 PREPARATION PRIOR TO EMPLOYER CONTACT

a. Prepare a schedule of visits which will reduce transportation time.

b. Review prepared presentation. Items to include at a minimum.

- Program History and Development
- Role of Indian Center in employment and training programs
- Program's Capabilities
- Benefits to the Employer and the Participant
- Affirmative Action Benefits

c. Review Information on Employer, including:

- Hiring Potential
- Importance of that employer within the industry
- Methods of Recruitment

- Prior involvement with the Program including other prime sponsors in the area
- Entry level requirements
- History of Hiring Practices

4.02.2 TYPES OF CONTACTS

a. Promotion and Telephone Contact

This is a nonpersonalized contact method. It is suitable for:

- Developing the job matching techniques
- Contacting large number of employers to verify hiring plans
- Supplementing employer visits
- Verifying placement status

b. Mass Mailings

This is the least expensive method for promotional contacts. It is suitable for:

- Mass industry coverage promoting employment for available job ready participants or those nearing the end of training
- Informing selected employers or unions of the program's services
- Inviting a number of employers to tour the facilities or arranging tours of employer's firms for participants

c. Employer Visits

This is the most appropriate method for:

- Establishing and maintaining working relationships with employers
- Explaining how program services can be beneficial to the employer
- Developing training opportunities within the company or discussing the possibility of an OJT contract

4.02.3 EMPLOYER INTERVIEWS

The initial contact is the point where relevant facts and pertinent information is exchanged. The employer will have confidence in the Job Developer when approached in a professional and knowledgeable manner. This should be a "get acquainted" session which includes:

- Introduction to the program, identifying the history of the program and its role as a CETA Manpower deliverer.
- Discussion of areas pertinent to the employer's industry and problem areas and explanation of how utilization of the program services can be beneficial.
- Discussion of previous success stories of the program

- Assurance to the employer that the employment services provided by the program are on a no-fee basis
- Discussion of the importance of the one-to-one relationship toward placement and applicant screening
- Arrangements for another appointment with the employer and other involved members of his staff to go into more depth on developing a mutually beneficial association

4.03 DEVELOPMENT OF A WRITTEN OPERATIONAL PLAN

A strategic plan of implementation should be required by the contract. It should cover:

- Staff assignments
- Work activities and schedule
- Coordination with other components
- Minimum performance requirements
- Reporting and recording procedures
- Job development activity priorities
- Internal monitoring procedures

4.04 COORDINATION WITH OTHER COMPONENTS

To implement an effective Job Placement effort, coordination with other program components is critical. The following are areas where close cummunication and participation are required:

- Administration
  (a) Assist in the development of plans and monitoring of components
  (b) Assist in the development of policies and procedures which allow job development to have input into all program components
  (c) Coordinate attendance at various business, government, labor and community conferences
- Intake Component
  (a) Assist in the development of selection criteria
  (b) Establish procedures for job development inpur in final selection of participants
- Counseling and Training Components
  (a) Establish procedures to evaluate and review participant progress
  (b) Insure that participant's desires and abilities coinside with their employability plan
  (c) Assist in establishing employability levels
  (d) Establish case conference procedures and case-load planning schedules to allow job developers at least three weeks lead time prior to the end of training

(e) Assist in development of pertinent curriculum and employer requirements for use in employability services orientation

4.05 DEVELOPMENT OF TRAINING OPPORTUNITIES

a. Work Experience Programs

The process to identify potential public and community-based agencies is essentially the same as for private-for-profit employers. The following outlines major points to consider when establishing criteria for selecting agencies and work sites:

Agency

- What is the potential of retaining the participant following training?
- Why is the agency interested in having CETA participants (e.g., to provide community sercice or to supplant their operating costs?)
- How many other agencies provide the same or similar service? (This is important in assessing transferability of skills and experience for participants.)
- What is the capability of the administration and training staff?

Worksite

- Does the worksite provide for relevant work experience or skills that are transferrable to full-time employment?
- What do the job duties involve and are they relevant to the participant's Employability Plan?
- What is the training capability of the supervisor?
- What are the working conditions?

b. OJT Programs

The process for developing OJT contacts can be divided into two (2) phases: 1) Evaluation of OJT Potential and 2) Contract development

1. Evaluation of OJT Potential

- What type of OJT training program would be most effective for this employer?
- Are there enough job ready applicants to fill his needs?
- Are there other training programs available which can provide the employer with trained people?
- Does the employer have an internal training program? (If so, inform the employer of the program's availability

as a pre-screening and recruitment source.)

- What is the quality of the training program?
- Would an OJT contract be economically feasible and how would the Indian Prime Sponsor rate the type of training proposed?
- What is the job potential? The advancement potential? The working conditions? The retention potential?
- What is the job mobility potential? What marketable skills will be learned?
- What will the wages and fringe benefits be over a period of time (12 months or more?)
- What are the hiring trends for the industry?
- How reasonable are proposed extraordinary costs?

2. Contract Development

- Explain contracted obligations of the employer
- Explain OJT contract and guidelines in detail

- Explain the "hire first, train later principle" in OJT
- Point out the benefits of the CETA training program, such as lower recruitment and training cost, meeting (at least in part) Affirmative Action Goals, promoting the welfare of the community, and enhancing the image of the employer in the community
- Explain and discuss policies and procedures for amending or extending OJT contracts
- Determine pay rates and raises for participants
- Discuss the financial reimbursement and supportive services to be provided by the program to the employer under the contract

4.06 SUMMARY OF JOB DEVELOPMENT AND PLACEMENT MODEL

- Job Development
  - no less than 3 weeks prior to completion of training, counselor should:
    - meet with trainee to review intake-assessment data

- re-assess client interests and job preferences
- review client's capabilities, strong points and weak areas from counseling records
- with client, select 1st and 2nd choice job preference

- Begin Job Development Process (follow Portland model)
  - check employment resources (e.g., employer file, classified ads, Yellow Pages, directories, employment service job bank, Government Vendors and contractors, Advisory Board members.)
  - select job and employer
  - contact top executive, describe client competencies and interest in job
  - get appointment for job interview
  - familiarize client with employer (use files, contact reports, brochures)
  - send client to pre-arranged interview with introduction card

Some caveats:

- no client should be sent to a job unless it is known that he/she can perform

competently or the client's limitations have been clearly told to the employer

-false claims should never be made about a person's job capabilities

- Develop WE or OJT placements for clients not job-ready at completion of CT (e.g. right out of welding school.)
- Construct and maintain an employer file containing:
  - prior job orders, who was sent, degree of "success" of prior placement (in terms of employee and employer satisfaction, pay increases, promotion, etc.)
  - brochures and other descriptive information on employer (e.g. location, working conditions, special requirements)
  - data filed by job categories x-indexed to employer name
  - Provide continuing placement services for trainees to promote follow-up contacts and provide data on:
    - job changes
    - upward mobility
    - pay rates
    - job satisfaction
    - reasons for leaving

- Use tabulated, analyzed, and interpreted findings in planning process and for problems - solving
- Provide direct placement services by negotiating with Employment Service to outpost a trained employment counselor at the CETA center (as in Seattle)
- Provide direct placement for:
  - non-CETA, job-ready Indians and Alaskan natives
  - CETA clients or their spouses, needing jobs to support themselves during training
  - Other Native American students or youth needing temporary, part-time jobs.

5.00 FOLLOW - UP MODEL

Sound program planning, program revision and program improvement all depend on obtaining accurate information on program outcomes.

It is a well-known fact that when individuals are trying hard to accomplish something and are putting a great deal of effort into it, they are likely to feel that it is successful. Indeed, a person's estimate of a program's success will vary directly with the amount of work he puts into it.

But the psychological conviction and reality may

differ. In order for sincere, hard-working people to make realistic estimates of a program's success, they must devise ways of getting around their feelings and get down to hard facts. If they fail to find objective ways of measuring outcomes, they are likely to continue independently with their way of doing things even though it does not really bring about the results they are trying so hard to achieve.

Follow-up techniques are ways of getting objective evidence about the outcomes of the CETA program.

To some extent the quarterly report required by DOL guides the collection of information about how close the project is to reaching its targets. A good deal of this information relates to members or clients, workers, their allocation to different elements of the program, and the dollars spent on getting them there. Information on admissions, successful and unsuccessful terminations also appears on the quarterly report.

A program's plan should have clear statements of goals in each of the above areas so that the quarterly report can be used as the base for determening how close to or far away from target a program is operating.

This information is essential for the management of the program as a whole.

Management can be thought of as a gyroscope, trying to find ways of keeping a program from veering too much form its objectives, not letting it get too far behind or too far ahead of itself.

While falling behind goals is easily recognized as failure, it is often hard to help people realize why exceeding goals may also be harmful. Usually it has to do with costs, A program only has a limited amount of money to work with. If too much of it is going into one aspect, there may not be enough to take care of the other aspects of the total program.

If all aspects can be accomplished or exceeded at the same cost, its' all to the good, but it should be looked at just as carefully when goals are "topped" as when they are not achieved so that the full implications for the total program can be gauged.

Follow-up can be approached in other ways, to serve management as a means of keeping each element within the program headed for its own goals.

The main program elements to be followed up are:

1) Outreach & Recruitment
2) Training programs
3) Placement programs

5.01 FOLLOW - UP OF OUTREACH AND RECRUITMENT

The follow - up process for outreach and recruitment begins with keeping track of referral sources. These should be noted on the application form. The simple question "How did you hear about the program?" is likely to elicit the answer needed.

Tabulate referral sources according to pre-arranged categories, some of the categories of referral sources might be:

- word-of-mouth
- welfare office
- employment service
- general media (TV, radio, press)
- Indian organizational media (posters, bulletin board, announcements, newsletters, etc.)

Develop a rating scale to determine the relative success of an applicant in a training program and in a job. Correlate referral sources to degree of success in either of the above. Review these correlations both quantitatively and qualitatively to determine the sources bringing in the best (i.e. most successful) applicants in terms of the program's goals. Discuss ways of emphasizing outreach to these sources while keeping costs reasonable.

5.02 FOLLOW - UP OF TRAINING PROGRAMS

In the model CETA training program, before a site is selected for training purposes, it will be carefully investigated.

If the site is a school or training institution it will be evaluated for its cost and terms of payment, the duration of instruction for a particulat course, the size of classes, the quality of plant and training facilities, the quality and type of instruction, the provisions for individualizing instruction, the selection procedures used, the placement and other services offered, its "track record" and its reputation in the field and with employers in the area, how it compares with other training institutions in the area offering the same or similar courses of instruction.

Records of this initial investigation should be kept on file - dated - and updated whenever visiting trainees who are placed in the facility. It is equally important to keep initial investigations records on sites rejected for training, with clear statements of why the facility was rejected to forestall their use by new counselors, without further investigation. A "Facility File" containing this information, grouped according to the type of training institution, should be kept available

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to all counselors at the CETA center. Looseleaf notebooks or card files can be kept. No institution should be selected as a training site on the basis of an investigative report that has not been updated for a year or more. Reinvestigation is in order before training contracts are negotiated.

It is best to design a form to guide the investigation and to insure the completeness of his report.

At the time the counselor visits the trainee at the site, the instructor should also be interviewed. Once every three months, the chief executive (principal, etc.) of the facility should be seen or talked to on the telephone to check on the operations of administrative, financial, and other institutional links between the CETA program and the training facility.

An interview with the instructor and/or supervisor at the WE or OJT site should determine for the counselor, whether the instructor sees the learner's performance as satisfactory, what, if any, problems exist, whether any help is needed from the counselor to resolve emotional, behavioral, or learning difficulties, what the learner's strong points are and the instructors estimate of the learner's probable success in the program and eventual level of achievement in a future job.

Again, a form designed for the purpose will assist

the counselor in obtaining and recording all information needed. All interviews should be dated, the name of the interviewee recorded, the site's name and address recorded.

Information should also be obtained from the trainee. Any problems he is encountering should be discussed and a plan for working out the problems should be arrived at. His degree of satisfaction with his instruction (his estimate of its strong and weak points) should be determined. Any change in his attitudes, goals, performance, and satisfaction should be noted.

Before filing this information in the client's folder it should be transcribed onto data analysis sheets. Upon termination of the client (either positively or negatively), data analysis sheets should be checked for completeness. Data from the analysis sheets on each client should then be correlated and semi-annually or annually (prior to planning for the next grant application) the analysis should be performed to determine the correlation between client characteristics, his satisfaction (or lack of it) and his learning related problems should be correlated with the type of training he received, the quality of instruction, training methods, and whatever other characteristics of the training institutions which are regarded as significant.

When follow - up visits reveal problems, either with the individual trainee or with the training institution for which the counselor cannot find a ready resolution, it should be brought up for discussion at weekly case-conferences staff meetings. Recommendations emerging from these meetings or the counselor's individual recommendations for problem resolutions should also be recorded and included in subsequent evaluations and in data analysis.

5.03 PLACEMENT FOLLOW-UP

Similar principles apply to follow-up of placements made by the CETA program.

CETA guidelines require 30,60, and 90 day follow-ups. A 180 day follow-up is also recommended.

It is recognized that the transiency and migratory habits of the Indian population make follow-up extremely difficult. Nevertheless, the rate at which clients retain their job after placement, and the levels of advancement in their work, that they acheive are the "bottom line" as far as measuring the CETA program's success is concerned.

The CETA goal is helping individuals achieve economic stability and independence through unsubsidized employment. Therefore, continuing to work (if the work results from CETA training) and increasing one's earning capacity are the best and most logical measures of the

program's success.

Therefore, every effort must be expended to keep track of and follow-up on former clients at the intervals specified by DOL.

Efforts to do placement follow-up should begin at the time an individual is accepted into the program. At that time, he should be asked to sign an agreement to keep the CETA center informed of his whereabouts for at least six months after he has completed his training and has gone to work. A few post-cards with the center's address and a stamp affixed to it should be given to the individual for subsequent use.

Names of relatives with whom he has lived or with whom he keeps in contact, his driver's license number, his reservation and tribal affiliation (and those of his spouse) should be obtained during the intake procedure, and checked again during training and at time of placement.

Placement follow-up is best done at the work site. The client should be asked about his pay, chances of promotions, satisfaction level with his job, his feelings about the relevance of his training to the job he holds, differences in his life style or standard of living since he has been working, and other ways in which his job may have altered his life.

The clients' supervisor should also be interviewed, primarily to obtain his rating of the clients' job performance. If the client is no longer at a work site and has not left a notice of his whereabouts, the supervisor should be asked for information on why the client has left the job. Did he leave for a better job? More money? Was he fired? Why? What, if any, problems were encountered with the clients?

Again, this information is best obtained through the use of a properly designed form and should be transposed to data analysis sheets before being filed in the client's folder.

Analysis of the data should include retention rates of job placements by sex, age, job category, pay scale, relevance of training, and client's job satisfaction level.

Retention rates of training should also be analyzed by sex, age group, type of training assigned, relationship of training to intake/assessment findings.

5.04 INTERPRETATION AND USE OF THE DATA

It must always be kept in mind that the purpose of data collection and analysis is to inform management and staff of better ways to serve their Indian clients.

Blame or recriminations are totally out of place. The point is to view the project's performance and to

see what the problems are --- (what has been successful and what has failed) --- in the program.

Successful aspects of the program need to be identified so taht they can be continued. If certain characteristics appear to increase the chances that a client will complete the program successfully, it may be important to look for these characteristics in the assessment and selection process. If, on the other hand, certain client characteristics appear to be associated with failure, a decision needs to be made as to whether such clients should be accepted in the future. If the decision is yes, then serious efforts must be put forth to modify the program so that it is more likely to work with this type of client.

Follow-up is in other words, not only a way of seeing the effects of what the program has done - but it becomes the basis for planning and decision-making with regard to the program's future.

Because of its critical importance to program evaluation and planning, recording and analysis of follow-up activities should be the responsibility of an individual with some background in scientific methods, data collection, data analysis and interpretation.

Aided by a clerk, this individual could accept overall responsibility for maintainance of records and

for maintaining the Management Information System.

The job is a responsible one. In addition to providing management with information on overall operations and the functioning of the individual components of the total program, this individual could also collect, analyze and provide to management data on individual staff member's work performance that would be of great value in performing periodic employee evaluations.

While gathering the programmatic data from information supplied by counseling and job development staff, data on staff activities could also be extracted. Such information as number of participants, interviews conducted, number of site visits made, case conferences, participations, case load and type carried, etc. could all be fed into the employee's records.

Such information would prove useful in arriving at appropriate work levels and performance expectations. Once done, it would serve as a means of determining how many man-hours are needed by the program to carry out all of its planned functions. It would also serve as a basis from which to gauge the effectiveness of individual employees in an objective manner.

5.05 SUMMARY OF THE FOLLOW - UP MODEL

- Do on-going assessments of:
  - outreach and recruitment
  - training programs, including OJT

- placement
- Outreach and Recruitment
  - record referral sources on application form
  - tabulate:
    - number of referrals per source
    - deployment of recruits from varying sources
  - correlate referral sources to:
    - rates of successful completions of training
    - tenure and rise in jobs
  - determine most productive referral sources to emphasize in outreach program
- Training program follow-up
  - record and tabulate:
    - quality of instruction
    - type of training
    - type of school/job
    - duration of training program
    - training methods used
    - problems encountered (how solved, if unsolved, why?)
  - correlate to:
    - trainee satisfaction
    - retention/drop-out rates
    - assistance cost
    - outcomes

- Placement follow-up
  - should be done 30, 60, 90, 180 days after placement - in person - on-site
  - obtain client's agreement to notify CETA of any change of address or job - give client stamped, addressed card for this purpose - send new card each time notification of change is received
  - information obtained on follow-up visit should include:
    - client-supplied information on job satisfaction
    - supervisor-supplied informationon why why not on job, if gone? mobility? Up? pay increase? evaluation of client's job performance, statement of problems, if any
    - summary of follow-up visit should be signed by client, supervisor, counselor
  - Determine implications of follow-up data for program planning
    - o analysis of data should include:
      - o retention rates of job placements by sex, age group, job category, pay scale, relevance of training

- retention rates of training by sex, age group, type of training, relationship to intake/assessment findings

- Interpretation of Data
  - should be in a problem - solving context
  - should identify successes, problems, failures
  - should explore reasons for successes, problems, failures
  - should explore alternatives and options to maintain success, solve problems, reduce failures
- Decision-Making
  - Decide on alternatives to be implemented and outcomes expected
  - Implement decisions
  - Track outcomes (as outlined above)
  - Compare with prior results to determine relative success or failure
  - Compare with expected outcomes to determine disparity, if any
  - If results exceed prior outcomes, or equal them - or if results meet or exceed expectations, continue in same vein
  - If results are in opposite direction, repeat process

PART IV

PROPOSED PLAN FOR PHASE II

The Comprenetics staff which will include behavioralists, programmers, producer, writers, artists, and other technical people will be involved in Phase II.

The basic plan on the development of Phase II is as follows:

1. The content material will be derived from the individual reports, filed with respect to each center, the summary report and the recommendations that come out of this meeting. The target population will be outlined at this final meeting. By this we mean the group of individuals intended to be educated or trained by the four films to be produced. We will agree on their learning behavior patterns and identify those for whom the instruction must be designed and established with what the learners now know with respect to subject matter.
2. Comprenetics programmers and media specialists will define the need to know areas. They will segment the materials into small portions which can be handled and logically sequenced.
3. The programmers and instructional specialists will develop over-all goals, objectives and subjectives for each need to know area.

4. Comprenetics instructional media people and psychologists, working with NACI, will develop behavioral objectives and write them in a polished behavioral format. It will also prepare for each objective and sub-objective a precise test of questions in which, when asked correctly, proves that the objective or sub-objective has been attained (criteria test). The purpose of this type of criteria test is to measure precisely the acheivement of the objectives of instruction contained in the proposed films.
5. After completion and approved satisfactory behavioral objectives, our media staff, psychologists and producer will work with the writer who will develop a highly motivating dynamic, creative and entertaining script which embodies all of the objectives prepared in the previous steps. (However, they will be quite careful not to violate the educational objectives.) The script will be prepared in draft treatments and the first draft of each script will be submitted to DOL for approval.
6. Once the script is approved, a complete storyboard based upon such approved script, will be prepared in order to provide all parties a visual understanding of the script.

7. Upon completion of a satisfactory script and storyboard, producer, working with the writers, will commence principal photography of each of the films.
8. After completion of principal photography, a rough unedited cut will be made of each program. This rough unedited cut will be submitted to DOL for their review and approval.
9. After approval, the rough cut of the film will then be used for validation testing on a group of prospective learners (field testing). The purpose of the testing is to determine whether or not the learners will be able to learn what is set forth in the criteria tests. Will they be motivated? Will they be able to learn the principles required to have them perform at the desired level of proficiency? The information obtained from the testing will indicate whether or not revision or modification is required and where it is required.

   If any revisions are required in order to accomplish learning objectives, we will then make such revisions in the film prior to completion.

Copies of all test results will be made available for future use and evaluation of validations.

Upon Completion of the revisions and modifications indicated by the testing, or if not so indicated, the final copy of the work prints of each film will be delivered to DOL for review. Upon approval, the films will then be finalized and titles placed thereon.

A Time Task Schedule for Phase II is attached as figure 3

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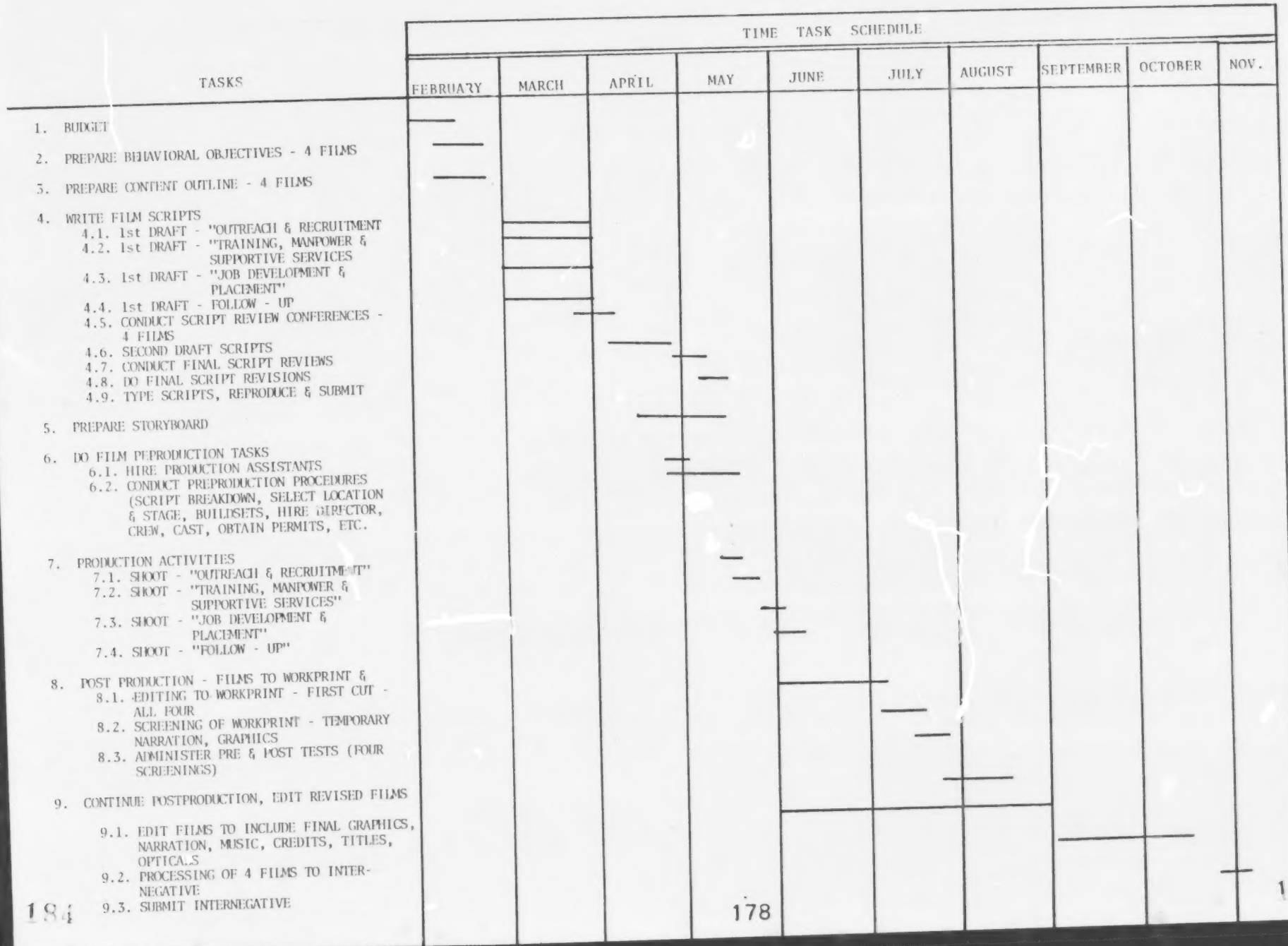
TIME TASK SCHEDULE
TASKS
FEBRUARY
MARCH
APRIL
MAY
JUNE
JULY
AUGUST
SEPTEMBER
OCTOBER
NOV.
1. BUDGET
2. PREPARE BEHAVIORAL OBJECTIVES - 4 FILMS
3. PREPARE CONTENT OUTLINE - 4 FILMS
4. WRITE FILM SCRIPTS
4.1. 1st DRAFT - "OUTREACH & RECRUITMENT
4.2. 1st DRAFT - "TRAINING, MANPOWER & SUPPORTIVE SERVICES
4.3. 1st DRAFT - "JOB DEVELOPMENT & PLACEMENT"
4.4. 1st DRAFT - FOLLOW - UP
4.5. CONDUCT SCRIPT REVIEW CONFERENCES - 4 FILMS
4.6. SECOND DRAFT SCRIPTS
4.7. CONDUCT FINAL SCRIPT REVIEWS
4.8. DO FINAL SCRIPT REVISIONS
4.9. TYPE SCRIPTS, REPRODUCE & SUBMIT
5. PREPARE STORYBOARD
6. DO FILM PEPRODUCTION TASKS
6.1. HIRE PRODUCTION ASSISTANTS
6.2. CONDUCT PREPRODUCTION PROCEDURES (SCRIPT BREAKDOWN, SELECT LOCATION & STAGE, BUILDSETS, HIRE DIRECTOR, CREW, CAST, OBTAIN PERMITS, ETC.
7. PRODUCTION ACTIVITIES
7.1. SHOOT - "OUTREACH & RECRUITMENT"
7.2. SHOOT - "TRAINING, MANPOWER & SUPPORTIVE SERVICES"
7.3. SHOOT - "JOB DEVELOPMENT & PLACEMENT"
7.4. SHOOT - "FOLLOW - UP"
8. POST PRODUCTION - FILMS TO WORKPRINT &
8.1. EDITING TO WORKPRINT - FIRST CUT - ALL FOUR
8.2. SCREENING OF WORKPRINT - TEMPORARY NARRATION, GRAPHICS
8.3. ADMINISTER PRE & POST TESTS (FOUR SCREENINGS)
9. CONTINUE POSTPRODUCTION, EDIT REVISED FILMS
9.1. EDIT FILMS TO INCLUDE FINAL GRAPHICS, NARRATION, MUSIC, CREDITS, TITLES, OPTICALS
9.2. PROCESSING OF 4 FILMS TO INTER-NEGATIVE
9.3. SUBMIT INTERNEGATIVE

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43. Peer, Robert W., Foster, Richard, A. San Diego Manpower Study Project; An Assessment of San Diego Manpower Programming and Its Future Directions. Prepared for Housing and Urban Development. Contract Number HUD-H-987. December 1973

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45. Rostker, Bernard, An Econometric Model for the Evaluation of Manpower Programs. Rand Corporation 1973. Report No. P-4944

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46. Sheppard, Harold L. The Nature of the Job Problem and the Role of New Public Service Employment. January 1969. Publisher unknown.

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47. Stark, John R. Federal Programs for the Development of Human Resources: A Compilationof Replies from Departments and Agencies of the U. S. Government to a Questionnaire Formulated by the Subcommittee on Economic Progress of the Joint Economic Committee U. S. Congress. December 1966.

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48. The Experimental Manpower Laboratory at Moblization for Youth, Inc. Applications of Videotape Resources to manpower Programs. Prepared by Mobilization for Youth, Inc. Contract NO. 82-36-71-07. Prepared for U. S. Department of Labor.

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49. The Individualized Manpower Training System, Contract No. DL-82-25-71 June 1974. Prepared for U. S. Department of Labor.

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50. Toldon, Henrietta, "Counseling the Disadvantaged." Personnel and Guidance Journal. 50;9; 534-738 Pages. Date Unknown

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52. Williams, Joan, "Making the Job Corps More Flexible." Manpower 2; 11; 10-13. November 1970.

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    Employment problems and the related personnel social difficulties encountered by Indian Americans in the twin cities metropolitan area of Minnesota.

naci

N.A.C.I. / COMPRENETICS INTERVIEW GUIDE
FOR DOL CONTRACT NO. 20-51-57-53

Date of Interview _____

Job Title of Interviewee _____

Site of Interview _____

Interviewer _____

I. BACKGROUND INFORMATION

A. Demographic Data.

1. Total population in service area. — 1. _____
2. Total Indian/ N.A. population in area. — 2.a)_____ b.) %_____ not available
3. What is geographical distribution of I/N.A. population in service area? — 3. census map attached, locate center not available
4. Characteristics of I/N.A. population in service area. — 4. a) Males _____ Females _____
   b) Age under 16 _____, 16-21 _____
   22-30_____, 31-45 _____
   46-65 _____, over 65 _____
   c. Tribes represented:
   _____ _____%
   _____ _____%
   _____ _____%
   _____ _____%
5. Other minority groups as % of total population. — 5. Blacks _____% Spanish surname _____%
   Asian _____% Other (specify) _____%
6. Source of above data. — 6. 1970 census, other census date _____, other (specify) _____
7. What are problems of gathering accurate demographic data on I/N.A. population area? — 7. _____
   _____
   _____

B. Local Economic Data.

1a) What are major local industries and other types of employment? — 1.a) _____
   _____
   _____

b) What are major occupations in the area? — b) _____
   _____
   _____

2. How many I/ N.A. are employed in the service area?
   2. Total _____ Men_____ Women _____
3. What, if any, are typical jobs in which I/NAs are employed?
   3. _____

4. How many I/NAs are employed in the service area?
   4. Total _____ Men _____ Women _____
5. What is potential manpower pool in I/NA population?
   5. Total _____ Men _____ Women _____
6. How many I?NA are actively seeking work in the area?
   6. Total _____ Men _____ Women _____
7. If there is a discrepancy between 5 and 6 above, what causes it?
   7. _____

8. What is the official number or rate of unemployment in I/NA population?
   8. Total _____ Men _____ Women _____ Youth _____
9. What is the official number or rate of unemployment in the general population?
   9. Total _____ Men _____ Women _____ Youth _____
10. What is the official number or rate of unemployed in other minority groups?
    10. Blacks _____ Spanish surname _____ Asian _____ Other (specify) _____
11. What is average income of employed individuals in the area?
    11. Men _____ Women_____
12. Average income of I/NA?
    12. Men _____ Women _____
13. Average income of other minorities?
    13. Black _____ Spanish surname _____ Asian _____ Other _____
14. What is total number of I/NA low-income families?
    14. _____
15. Are there any skill shortages in the area? What are they?
    15. _____ None
16. Are any types of workers in oversupply? Which?
    16. _____ None
17. Describe any other economic factors in the area that you regard as significant.
    17. _____

C. General Information on Prime Sponsor.

1. When did Center first begin?
   1. _____
2. What is the current funding period for CETA activities?
   2. _____

3. Contract number under which the Center is funded. 3. _____

4. What is the funding level? 4. $_____

5. How large is the total staff. 5. _____

6. List staff positions 6. _____

_____

_____

_____

_____

_____

7. a) What is the total participant enrollment goal? 7. a) _____

b) In what areas? b) _____

8. What delivery components are offered? 8. a) outreach and recruitment

_____

_____

_____

b) assessment, testing, selecting.

c) job development and placement

_____

d) follow-up and support services

_____

9. How is staff related to delivery component? 9. _____

_____

_____

_____

10. Any comments on Prime Sponsor? 10. _____

_____

_____

_____

_____

11. Any comments on staffing? _____

_____

_____

_____

_____

II. ADMINISTRATION AND MANAGEMENT

A. Planning.

1. What are the performance goals of the project? 1. No. of clients to be served _____

CT _____ WE _____

OJT _____ PSE _____

Other (specify) _____

Level of placement _____

Follow-up goals _____

2. What are the project's specific objectives? Priorities?

2. _____

_____

_____

_____

_____

_____

3. Who is involved in the planning process?

3. Advisory Board ☐ Body of Directors ☐
Director ☐ Clients ☐
Others (specify) ☐

_____

_____

_____

_____

4. When does planning occur?

4. _____

_____

5. How does planning take place?

5. ☐ Meetings ☐ writtent reports
☐ Statistics ☐ other (specify)

_____

_____

_____

6. How do you think planning should be conducted?

6. _____

_____

_____

_____

_____

B. Organization

1. How does this organization relate to DOL? Specify problems if any.

1. _____

_____

_____

_____

_____

_____

2. What is the structure of the organization?

2. ☐ organization chart attached
☐ organization chart not available
description _____

_____

_____

_____

_____

3. How are line and staff functions coordinated?

3. ☐ copy of Prime Sponsor staff attached
description _____

4. What training and experience do staff have to perform the work?

4. ☐ Shown on attached staff listing.
Description _____

5. What is the flow of authority and responsibility?

5. _____

6. Does organizational chart reflect current relationship of staff functions?

6. ☐ Yes ☐ No (compare existing structure with organizational chart)

7. Are there any overlapping functions?

7. ☐ No ☐ Yes (Explain why)

8. In what ways do you believe the organization could be improved?

8. _____

C. Staffing

1. How are employees recruited?

1. _____

2. Are there written selection standards: What are they?

2. ☐ No ☐ Yes

3. Are there formalized procedures for hiring, disciplining and firing staff? WHat are they?

3. Hiring : ☐ No ☐ Yes

Disciplining : ☐ No ☐ Yes

Firing ☐ No ☐ Yes

4. Describe the Center's staff, give title and brief description of how job relates to the I/NA Community

4. ☐ Staff list attached

Description

5. Do job descriptions exist?

5. ☐ No ☐ Yes, attached.

6. Do job descriptions adequately describe functions and responsibilities?

6. ☐ No ☐ Yes

7. Describe ways descriptions and functions differ.

7.

8. Are CETA Center staff members' job performance evaluated?

8. ☐ No ☐ Yes

How often?

How?

9. What do employee files contain?

9. ☐ employment application
☐ letter of appointment
☐ job description
☐ reference checks
☐ verification of previous employment and salary
☐ authorization for pay increases or promotions
☐ other (specify)

10. Ideally, what kind of staff is needed?

10. _____

11. What should be the proportion of staff to clients?

11. _____

12. What kind of additional client information would be helpful?

12. _____

D. Control

1. How does management monitor and evaluate program performance internally?

1. ☐ Evaluation form attached
☐ Other _____

2. Are personnel evaluations discussed with the employees?

2. ☐ Yes ☐ No
Other (specify) _____

3. Is there a procedure that specifies how, when and by whom employee evaluations are to be performed?

3. ☐ Yes ☐ No
☐ Copy of procedure attached
☐ Other comments _____

4. Is this method of control effective? Why?

4. ☐ Yes ☐ No
_____

5. What do you think would be an ideal

control method? 5. _____

E. Implementation

1. Has (have) definitive program(s) been established? 1. ☐ Yes ☐ No If not, why? _____

2. Have definite time frames been established for achieving program objectives? 2. ☐ Yes Give details _____

☐ No Explain _____

3. Are all program components in effect? 3. ☐ Yes ☐ No Explain _____

4. How could program implementation be improved? 4. _____

F. Direction

1. What are the policies and procedures of the contractor? 1. _____

2. Do staff have possession of policies and procedures? 2. ☐ Yes ☐ No
☐ Copy of procedure manual attached

3. Which policies and procedures work most effectively to promote the project's objectives? Explain how they do so. 3. _____

4. What policies and/or procedures are impediments to achieving the project's objectives? Explain how they do so.

4. _____

5. What policies and/or procedures do you think could improve staff performance?

5. _____

6. What policies and/or procedures do you think could most help to improve the project's effectiveness in achieving its goals?

6. _____

G. Policy Boards

1. List names, addresses and brief descriptions of the responsibilities of each member of the Board of Directors.

1. ☐ attached ☐ not available
Explain _____

2. What are the major functions of the Board of Directors?

2. _____

3. How often does the Board of Directors meet?

3. ☐ weekly ☐ monthly ☐ quarterly ☐ other (specify)

4. How does the Board of Directors operate?

4. ☐ as a general body ☐ through committees (specify)

☐ other (specify) _____

5. How does the Board of Directors evaluate and monitor the program's performance?

6. What kind of reports does the Board of Directors initiate or receive from management?

7. What functions do you think the Board of Directors should perform that it does not now perform?

8. In what way(s) other than the ways it now operates do you think the B of D should operate? Explain.

9. What is the role of the B of D's Chairperson?

10. Who controls the B of D?

11. Has "boardmanship" and program evaluation training been provided to B of D members? ☐ Yes ☐ No Explain

12. Has it been requested? ☐ Yes ☐ No

13. How were B of D members selected?

14. Whom do B of D members represent?

14. _____

15. Can you suggest a better way to select B of D members?

15. ☐ Yes _____

☐ No _____

16. What groups, if any, not now represented on the B of D should be represented?

16. _____

17. List names, addresses, affiliations and brief description of each member of the Advisory Board.

17. ☐ attached ☐ not available, explain

18. What is the structure and function of the Advisory Board?

18. _____

19. How often does the Advisory Board meet?

19. ☐ weekly ☐ monthly
☐ bi-monthly ☐ quarterly
☐ other (specify) _____

20 Does the A-B significantly influence local program options?

20. Yes ☐ How _____

No ☐

21. Does the A-B submit reports to the B of D?

21. Yes ☐ Describe _____

☐ No

22. How are A-B members selected?

22. _____

23. Can you suggest a better selection method?

23. Yes ☐ Describe _____

208 011

No ☐

24. Are there any industries or groups , not now represented which should be represented?

24. ☐ Yes ; Describe _____

☐ No _____

H. Fiscal Management

1. How do dollar expenditures relate to client flow?

1. _____

2. What is the breakdown of dollar expenditures?

2. By program:

Outreach/Recruitment _____

Job Development and Placement _____

Training : OJT _____

WE _____

CT _____

PSE _____

Follow-up and support services _____

By Category

Administrative _____

Staff Salaries _____

Direct to Client _____

Employers / Contractors _____

Other (specify) _____

3. What problems are related to fund allocations?

3. _____

4. What if any levels of under-expenditure exist for specific program activities?

4. _____

5. What are the reasons underexpenditures occur in these areas?

5. _____

III OPERATIONAL SYSTEMS.

A. Outreach, Recruitment, Assessment and Selection.

1. How many staff members are assigned to Outreach--Recruitment? 1. _____

2. Do staff people perform other functions? 2. ☐ No ☐ Yes Describe _____

3. What specific programs have been designed to reach potential clients? 3. ☐ Radio spots ☐ T.V. spots ☐ Posters ☐ Brochures ☐ Notices ☐ Newspaper ads ☐ Articles in local press (specify) _____

☐ Speakers at community organization meetings (specify) _____

☐ other (specify) _____

4. What other methods or programs have been used to reach potential clients? 4. _____

5. Which, if any, method or medium has been most effective? 5. _____

6. What community agencies are used for outreach/recruitment? 6. ☐ Welfare office ☐ employment service ☐ health facilities ☐ religious groups ☐ other (specify)

7. Which, if any, of these agencies has been most helpful? 7. _____

8. How are community agencies and organizations informed about training opportunities? 8. _____

9. How are agency staff members enlisted in the recruitment of potential clients? 9. _____

10. Do different methods of recruitment bring in different types of clients?

10. ☐ No ☐ Yes Explain what kinds are brought in by which method.

11. Which method brings in the most trainable and placeable applicants?

11.

12. What statistical or other data have been developed to measure effectiveness of different recruitment methods?

12.

13. What major problems are encountered in outreach/recruitment efforts?

13.

14. How are these problems solved?

14.

15. What are the most positive aspects of outreach recruitment as performed by the Prime Sponsor?

15.

16. How could the Prime Sponsor perform these functions more effectively?

16.

17. What percentage of clients referred are enrolled?

17.

18. Why are others turned away?

18.

19. How much time(on the average) elapses between referral and enrollment?

19.

20. Why does this lag occur?

20.

21. What are the criteria for enrollment?

21. ☐ log forms attached
☐ log forms unavailable

22. Is there an orientation program for new enrollees?

22. ☐ Yes ☐ No

23. What topics are included in the orientation program? Is content designed to achieve specific objectives?

23. ☐ outline attached
☐ outline unavailable
Program objectives: _____
Program content _____

24. Who conducts the orientation program?

24. _____

25. What is the background and training of a responsible staff person?

25. _____

26. How long is the orientation program?

26. _____

27. Describe enrollee's participation in the program.

27. _____

28. How is enrollee's achievement of orientation program objectives determined?

28. _____

29. Who does the initial assessment?

29. _____

30. What is person(s)' background and training?

30. _____

31. What information is collected during assessment?

31. ☐ Forms attached
☐ Forms unavailable
Description: _____

32. Describe assessment tools.

32. ☐ literacy tests, type _____

☐ GATB _____

Work sampling, describe

_____

_____

☐ other (specify) _____

33. Who approves testing? Give background and training.

33. _____

34. Who conducts training? Give background and training.

34 _____

35. Are test results reviewed with the clients?

35. ☐ Yes. By whom? _____

☐ No; Why not? _____

36. What results are provided to the enrollee?

36. _____

37. Are tests used prior to referral to Basic Education, ESL, or GED?

37. Basic Ed: ☐ No ☐ Yes

name of test _____

ESL: ☐ No ☐ Yes

name of test _____

GED ☐ No ☐ Yes

name of test _____

B. Training and Employment Services.

1. What components are operating in the delivery system of the Prime Sponsor?

1. ☐ CT ☐ WE ☐ OJT

☐ PSE ☐ other (specify) _____

2. What is the program mix in dollars and percentage terms?

2. CT: $ _____ _____ %

WE: $ _____ _____ %

OJT $ _____ _____ %

PSE $ _____ _____ %

other $ _____ _____ %

(specify) _____

3. Who operates the delivery of training and employment services?

3. ☐ CETA Center exclusively
☐ CETA Center partially; List them _____
☐ Subcontractors; List programs subcontracted _____

4. How many CETA staff members are doing training? Give their background and training.

4. _____

5. Describe types of training being given on site by Staff and number of trainees receiving each type.

5. _____

6. If subcontractors are used, do they deliver all of a program activity?

6. ☐ Yes ☐ No What segments are delivered? _____

7. If only segments are delivered, how is coordination achieved?

7. _____

8. Who negotiates contracts for training activities? Give background and training.

8. _____

9. How are contracts approved?

9. _____

10. How are contracts monitored?

10. _____

11. Do contracts include line item budgeting?

11. ☐ No ☐ Yes

12. Do contracts specify time and duration of training?

12. a) Time: ☐ Yes ☐ No
b) duration ☐ Yes ☐ No

13. Do contracts specify....?

13. a) number of enrollees ☐ Yes ☐ No
b) amount and type of supplies ☐ Yes ☐ No

c. amount and types of books
☐ Yes ☐ No

d. amount and type of tools
☐ Yes ☐ No

e. amount and type of uniforms
☐ Yes ☐ No

f. other (specify) _____

14. How are available training opportunities in the community assessed?

14. _____

15. How are training programs related to labor market activities?

15. _____

16. How are training programs related to activities of other local CETA Prime Sponsors.

16. _____

17. Are these potential occupations particularly suited to the career objectives of Indians?

17. ☐ Yes ☐ No
If yes, describe _____

18. Are enrollees assigned to training components on the basis of employability plans?

18. ☐ Yes; How? _____

_____ ☐ No. How is assignment made? _____

19. Does client have opportunity to self-select any of these training opportunities?

19. a) ABE: ☐ Yes; ☐ No
b) ESL: ☐ Yes; ☐ No
c) GED: ☐ Yes; ☐ No
d) OJT (general) ☐ Yes; ☐ No
e) OJT (specific) ☐ Yes; ☐ No
f) Voc Ed (gen'l) ☐ Yes; ☐ No
g) Voc Ed (spec.) ☐ Yes; ☐ No
H) WE (general) ☐ Yes; ☐ No
i) WE (specific) ☐ Yes; ☐ No
j) PSE (gen'l) ☐ Yes; ☐ No
K) PSE (spec.) ☐ Yes; ☐ No
l) Other (specify) _____

20. Describe ABE available in the community that is available to participants

20. a) class size _____
b) ☐ classroom; ☐ vocationally oriented
c) hours per week _____
d) year-round classes? ☐ Yes; ☐ No
e) open entry/exit? ☐ Yes; ☐ No
if no, what are restrictions? _____
f) how many enrollees? ____
g) how many successfully complete? ____
h) criteria for success _____
i) follow-up procedures _____

21. Describe ESL available

21.a) class size ____
b) ☐ classroom; ☐ vocationally oriented
c) hours per week____
d) year round? ☐ Yes; ☐ No
e) open entry/exit? ☐ Yes; ☐ No
if no, what are restrictions?_____
f) how many enrollees? ____
g) how many successfully complete? ____
h) criteria for success _____
i) follow-up procedures _____

22. Fill in chart for vocational education programs presently being attended by participants.

VOCATIONAL EDUCATION PROGRAM	DURATION OF TRAINING	HOURS PER WEEK	NO. ENROLLED	PLACEMENT RATE	IS THERE A WAITING LIST?	NO. SUCCESSFULLY COMPLETED	COMMENTS

23. Which is (are) the most successful vocational education program(s)? 23. _____

24. What are the criteria for success? 24. _____

25. Describe OJT programs by filling in the following chart.

TYPE OF OJT TRAINING	No. ENROLLED	% OF TOTAL ENROLLED	No. OF HOURS PER WEEK	% TRAINED AND WORKING ON RELATED JOBS AFTER TRAINING	% ON NON-RELATED JOBS	% NOT WORKING	COMMENTS

26. Who develops OJT programs? Give background and training. 26. _____

27. How many staff members are involved in OJT development? What per cent of their time? 27. _____

28. Describe contents of OJT contracts. 28. ☐ copy of OJT contract attached

☐ no contract available; explain _____

29. What are the criteria of success in OJT? 29. _____

30. What per cent of enrollees complete OJT successfully? 30. _____

31. Describe liaison procedures between CETA Center and the OJT site. 31. _____

32. How many staff members work on liaison with the OJT site? What per cent of their time? 32. _____ _____%

33. What is average cost of OJT per client? 33. _____

34. Describe WE programs by filling in the following chart.

PROGRAM / AGENCY	No. ENROLLED	% OF TOTAL ENROLLED	No. OF HOURS PER WEEK	DURATION OF TRAINING	% HIRED AT RELATED JOBS	FOLLOW-UP & COMMENTS

35. Do enrollees in WE have definite work assignments? 35. ☐ Yes; ☐ No
if not, why? _____

36. What job skills are developed in WE slots? 36. _____

37. What are criteria for success in WE? 37. _____

38. Are any CETA Center staff on WE assignments? 38. ☐ Yes; How many? ____; ☐ No.

39. Describe PSE by filling in the following chart.

JOB / PROGRAM / AGENCY	No. ENROLLED	% OF TOTAL ENROLLED	MAXIMUM DURATION	TRAINING PROVIDED	COMMENTS

40. What is the relationship of unemployment in the area to PSE? 40. _____

41. Are any CETA Center staff on PSE?

41. ☐ Yes; How many? ____
Describe jobs _____

☐ No.

42. Are PSE job performance evaluations done?

42. ☐ Yes; ☐ Evaluation forms attached
☐ No, Explain _____

43. Who performs PSE job evaluations?

43. _____

44. How frequently are PSE job performance evaluations done?

44. ☐ weekly; ☐ monthly; ☐ bi-monthly
☐ semi-annually; ☐ annually;
☐ other (specify) _____

45. What per cent of PSE slots are filled by people recommended by the Public Service Agency served?

45. ____%

C. Job Development and Placement.

1. How many job developers are on staff?

1. ____

2. Do they perform other functions as well?

2. ☐ Yes; ☐ No; If yes, describe and indicate per cent time spent on them _____

3. List methods used to develop jobs.

3. _____

4. Does the Center have an on-going relationship with the listed agencies? What is the quality of their assistance?

4.

Agency	Yes	No	Ex	Gd	Fr	Pr
State Employm						
Title I Prime						
Local C of C						
Local NAB						
Employers						

5. Does the Center make use of the Employment Service Job Bank?

5. ☐ Yes, How? _____

☐ No, Why? _____

6. List five (5) leading job placement agencies in the community and indicate whether Center uses their services.

6. _____ ☐ Yes ☐ No
_____ ☐ Yes ☐ No
_____ ☐ Yes ☐ No
_____ ☐ Yes ☐ No
_____ ☐ Yes ☐ No

7. In general, what services, if any, do these agencies provide for the Native American/Indian community?

7. _____

8. In general, how would you characterize the service these agencies give to Indians?

8. ☐ Excellent ☐ Good ☐ Fair ☐ Poor ☐ Other, explain _____

9. What programs or methods, if any, have improved the services of these agencies to Indians?

9. _____

10. How does the Center keep itself advised of current job openings?

10. _____

11. How does the Center keep itself advised of possible future job openings?

11. _____

12. Does the Center have a register of Indian employers in its service area? How many are there?

12. ☐ Yes; ☐ No; If yes, number _____ If no, why not? _____

13. How many Indian clients have been placed with Indian employers?

13. a) Total placements _____
b) % of all placements _____

14. Does the Center have a register of other employers in the service area?

14. ☐ Yes; ☐ No

15. How many employers are registered?

15. _____

16. What are their size characteristics?

16. % with over 100 employees ____
% with 25 - 100 employees ____
% with under 25 employees ____

17. What industries are respresented?

17. _____

18. To date, what have been the five most commonly used methods to develop jobs

18. _____

19. Which method has been the most successful?

19. _____

20. How many and what types of jobs have been developed to date?

20. ☐ No Type

21. How does the Center match available identified occupations with interests/abilities of eligible clients?

21. _____

22. What are the most positive aspects of job development as practiced by the Center? 22. _____

23. What are the major problems faced by the Center in its job development efforts? 23. _____

24. How do you think these problems could be solved? 24. _____

25. What kind of information, derived from job development, is most helpful in the preparation of the Center's annual plan? 25. _____

26. What additional information from job development would most help planning? 26. _____

27. How is affirmative action activity used in job development? 27. _____

28. Is it successful? 28. ☐ Yes; ☐ No. If no, why not? _____

29. What other actions would most significantly improve the Center's job development activities? 29. _____

D. Follow-Up (see also Attachment II)

1. What client records are kept and what information do they contain? 1. ☐ client record form attached
☐ client record form not available
☐ other (specify) _____

2. How long are client records retained? 2. _____

3. How are client records used for gathering follow-up information? 3. _____

4. Who performs the follow-up functions?

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5. What are basic qualifications of follow-up staff? 5. _____

6. Any special follow-up form developed? 6. ☐ Yes; ☐ Attached; ☐ No

7. How long, and at what intervals is a client followed? 7. ☐ 90 days; ☐ 6 months; ☐ 1 year ☐ longer (specify) At intervals of ☐ every week, ☐ monthly; ☐ quarterly ☐ other (specify _____

8. Does follow-up include a visit to the work-site? 8. ☐ Yes; ☐ No

9. Does follow-up include a visit to the home? 9. ☐ Yes; ☐ No

10. Are other personal visits made? 10. ☐ Yes, describe _____ ☐ No

11. Is the retention rate examined? 11. ☐ Yes; ☐ No

12. Are retention rates compared across program activities? Rank from best to poorest. Assign No. 1 to best, No. 2 to next best, etc. 12. ☐ Yes; ☐ No CT ____ OJT ____ PSE ____ WE ____ Other (specify) ____

13. Are programs compared in terms of salary increases earned by trainees after placement? Rank from best to poorest, same as above 13. Yes; No CT ____ OJT ____ PSE ____ WE ____ Other (specify) ____

14. Are programs compared in terms of client satisfaction with training? With job placement? Rank from best to poorest, as above. 14. a) Training: ☐ Yes; ☐ No b) Placement: ☐ Yes; ☐ No. c) Satisfaction with training: CT ____ OJT ____ PSE ____ WE ____ Other (specify) d) Satisfaction with Placement: fill in best first, next second, poorest, last. _____

15. Are programs compared in terms of percentage of clients who complete successfully? How do they compare? Rank from best to worst, as above. 15. ☐ Yes; ☐ No CT ____ OJT ____ PSE ____ WE ____ Other (specify) ____

16. What other follow-up methods are used? 16. _____

17. How are follow-up data analyzed and evaluated? 17. _____

18. Is a follow-up report available? 18. ☐ Yes; ☐ Attached; ☐ No;
If no, why? _____

19. What follow-up method gives the most significant operational information? Explain. 19. _____

20. What follow-up information is most helpful to the Center for its annual planning and budgeting? How is the information used? 20. _____

21. What additional follow-up information, not now obtained, would be most helpful for planning? Why? 21. _____

22. What is the greatest impediment to getting good follow-up data in your Center? 22. _____

23. How could this impediment be overcome? 23. _____

24. What follow-up indicator(s) do you believe would best reflect on the Center's success? Why? 24. _____

ATTACHMENT II - PARTICIPANT QUESTIONNAIRE

Interviewer _____ Location _____ Date _____

1. What is your present training assignment

1. ☐ training completed

2. What skills are you learning or did you learn?

2. _____

3. What was (or is) the most helpful part of the training program for you? Why?

3. _____

4. If you have completed your training, are you working at a job you were trained for?

4. ☐ Yes; ☐ No; ☐ Other (specify)

5. When did you start your training?

5. _____

6. When did you (or when do you expect to) complete your training?

6. _____
Total of: _____weeks; _____months

7. What type of trining program are (or were) you in?

7. ☐ CT; ☐ WE; ☐ OJT; ☐ PSE;
☐ GED; ☐ ESL; ☐ ABE; ☐ Other (specif

8. Did your training relate directly to your own occupational choice or goal?

8. ☐ Yes; ☐ No, if no, why was it chosen?

9. Did you like and enjoy your training program?

9. ☐ Yes; ☐ No

10. Was your training what you expected it to be?

10. ☐ Yes; ☐ No, if no, how did it differ?

11. What will happen (did happen) when you complete(d) your training?

11. _____

12. Have you ever been enrolled in any other CETA training program?

12. ☐ Yes, specify when and what kind _____
☐ No.

13. Have you ever been enrolled in any other manpower training program?

13. ☐ Yes, specify which and why you are in CETA now _____
☐ No.

14. Which of the following support services have you received or are you receiving now?

14. ☐ transportation; ☐ child care;
☐ counseling; ☐ medical care;
☐ none; ☐ other (specify)_____

15. How did you learn about the program?

15. _____

16. What, if anything, do you think could be done to make more Indians aware of the program?

16. _____

you

to join the program?

18. Did the Center assist you in obtaining employment? 18. ☐ Yes; ☐ No

19. Is (or was) the employment related to the training you received through CETA? 19. ☐ Yes; ☐ No

20. Is it the type of employment you wanted? expected? 20. ☐ Yes; ☐ No

21. If you had a chance to do any kind of work you wanted, what would you choose for yourself? 21.

22. How often does the Center get good jobs for its clients? 22. ☐ Very often; ☐ Sometimes; ☐ Seldom; ☐ Never

23. How would you rate the job the Center is doing in developing jobs for Indians in your area? 23. ☐ Excellent; ☐ Good; ☐ Fair; ☐ Poor

24. What do you think that the Center could do to improve job opportunities for Indians? 24.

25. Has the Center helped you be more successful in finding jobs for yourself without help from others? 25. ☐ Yes; ☐ No
If yes, how did they do this?

26. Have you any other comments or feelings about the Center that you'd like to express? 26.